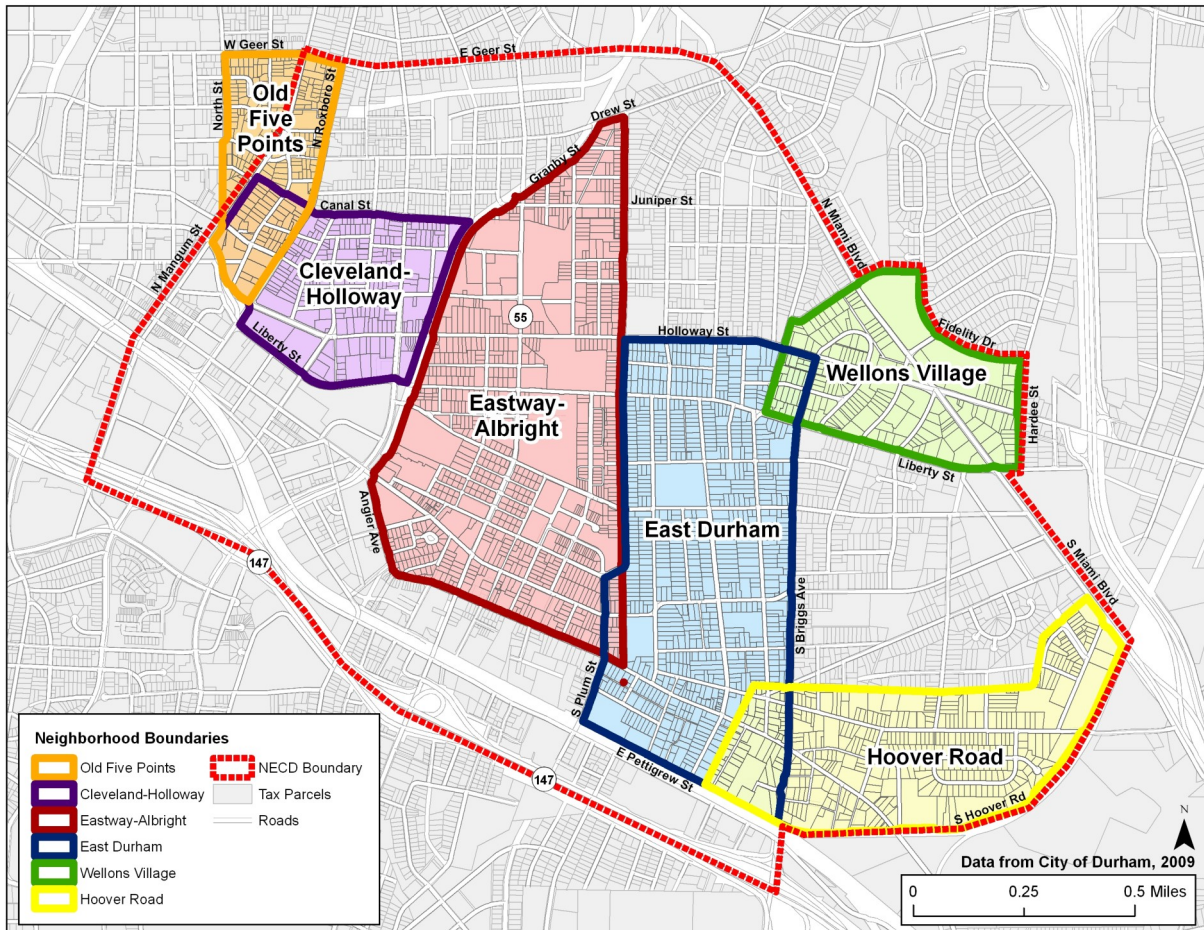


Six Northeast Central Durham Neighborhood Plans



Prepared by the University of North Carolina at Chapel Hill
Department of City and Regional Planning
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with the support of the Northeast Central Durham Leadership Council,
for the Department of Community Development and the City of Durham, NC
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Introduction and Purpose: *Northeast Central Durham – Past, Present, and Future*

The region we refer to as Northeast Central Durham may not have always existed under that name, but the area nevertheless claims some of the city's earliest development and is rich with history. Examples we recognize today include the region's 19th century factories, the invaluable homes both humble and grand, the oldest storefronts in town, and especially the people proudly devoted to their communities. These residents new and old believe that despite the challenges faced by neighborhoods throughout Northeast Central Durham, there is hope the area can once again prosper. Indeed, during the process of making these plans, the authors found that this is not unfounded optimism. Rather, the past and present strengths and qualities that give Northeast Central Durham its character ultimately serve as the foundation upon which it can build a bright future.

The fabric of Northeast Central Durham was historically anchored by a series of large industries: Golden Belt Manufacturing, Virginia-Carolina Chemical Company, Durham Cotton Manufacturing Company, Yarbrough Mills, the Durham Hosiery Mills, Duke Yarn Mill, and the Chatham and Durham Lumber Companies. These were located roughly along the eastern extension of the Southern-Seaboard and Durham-Southern rail lines. Around the factories grew the residential communities and the business districts serving them: Morning Glory, Edgemont, East End and East Durham (1924 Chamber of Commerce Map). Residents could easily live, obtain gainful employment, shop for food, household items, and other goods, and enjoy activities of social recreation in an area that included bustling hubs at the Old Five Points intersection, at Angier Avenue and Alston Avenue, at Angier and Driver Street, and along East Main Street near Golden Belt and the Hosiery Mill, all by traveling on foot.

However, with the loss of industry, these neighborhoods were hit hard. The decline began in the 1930s when Durham Hosiery Mill No. 1 closed, leaving many residents of Morning Glory and Edgemont unemployed (Kueber, 2007). In the 1960's, many of those displaced by the construction of Highway 147 through Hayti came east to these neighborhoods, increasing the pool of available workers as industry continued to shrink. While many of the structures which housed those industries still stand, their purposes have been adapted: they are retirement homes, studios and office spaces, warehouses, or else vacant. Additional rifts in the connectivity and stability of Northeast Central Durham have come with late-20th century transportation decisions and demolition. For example, the conversion to one-way traffic on Mangum and Roxboro and the razing of Liberty and Queen Streets' stately 19th century residences have both had alienating effects for adjacent communities (Kueber, 2007). The construction of Interstate 40 meant that industries would choose to locate outside of town, nearer the new highway; Research Triangle Park's location outside of town had a similar atrophying effect here as it did on downtown Durham.

In 1980, the Durham Tech Inventory of Edgemont and East Durham reported two thirds of the original Edgemont housing to be "gone due to demolition of substandard buildings, and new commercial construction." The inventory indicated the problem of "dense transitory population" and feared for the future of the neighborhood as the city was then developing plans for its wholesale clearance. But it reported otherwise where neighborhood strengths and character were concerned:

[A] sense of neighborhood is strong in Edgemont...there is space to grow corn, raise chickens, kennel dogs, and set up a full basketball court...children and gardens are everywhere...an informal network of mutual watchfulness and assistance operates among the residents.

This is a representative anecdote of what the authors found in the months of research, interviews, meetings, walkthroughs, events, and presentations getting to know six neighborhoods of Northeast Central Durham –

Eastway Village and Albright, Hoover Road and Owen Street, Cleveland-Holloway, Wellons Village, East Durham, and Old Five Points. The malignant effects of blight and poverty may dominate first impressions, but a closer look reveals the virtues that remain, dormant as many may be. The majority of residents value their community and want to see it improve. The commercial, residential, and industrial centers can be rehabilitated and rebuilt for new neighbors and businesses. The proximity to downtown makes Northeast Central Durham an important gateway through which many travel.

Of course, Northeast Central Durham will need help. Besides its people and internal resources, it must rely on coordinated efforts from a variety of City departments, private organizations, nonprofit agencies, and other institutions. This plan offers a beginning step on what some of these partnerships might look like and what they should aim to do, in addition to establishing the context that makes them both necessary and meaningful. The plan emerged from the needs and wants of the communities, and continued engagement and action will ensure the revitalization of Northeast Central Durham in ways that benefit the region itself and the larger City of Durham – as a gateway, as a place of business, and as a home.

Stakeholder Engagement

Stakeholder community engagement techniques have been at the center of the process that led to the creation of this document. An equitable, residents-first approach led the creators of this document to start with ascertaining the lay of the land to learn how people in each neighborhood feel about their streets, their services, and their homes.

Starting in January, students of the Department of City and Regional Planning began meeting with neighborhood “contacts” for each of the six neighborhoods. These contacts were selected by Earl Philips from the Northeast Central Durham Leadership Council for their areas of expertise, their activism within these neighborhoods, and their devotion to progress.

Walkthroughs of the neighborhood with these contacts provided early insight into what issues the contact had identified and the assets they knew to be in the neighborhood. Starting from this point, the authors made distinctions between “internal” and “external” stakeholders, those based within the boundaries of the neighborhood or based outside it but nevertheless invested in some way in its future and products.

Following identification of these stakeholders – who included residents, businesses, ministries, public agencies, nonprofit organizations, community development corporations, and a variety of others – interviews were conducted with a broad representation of these groups. In each neighborhood, numerous residents were heard from, and usually on multiple occasions. These were sometimes group meetings – East Durham pulled together roughly 50 people for a community meeting (see inset box on next page) – and others were one-on-one. The residents were often identified through the Leadership Council contact and neighborhood associations, but increasingly a “snowball” approach was taken by which each resident was asked to indicate other important voices who ought to be involved. This allowed the body of internal stakeholders to be chosen as much as possible by those active and living in the six neighborhoods of this study.

External stakeholders were those considered to be influential in the lives of these residents and businesses: examples include the City Office of Economic and Workforce Development, Triangle Residential Options for Substance Abusers (TROSAs), and host of other agencies. The list also includes community development corporations like United Durham, Inc., development corporations like Downtown Durham Inc. as well as innovative nonprofits like South Eastern Efforts Developing Sustainable Spaces Inc. (SEEDS).

While some of the neighborhood stakeholders were in contact with each other, much of the engagement processes involved bringing them together. In a setting of various groups that have different perspectives, finding common ground and interests can be challenging. Some student teams found it beneficial to have meetings with individual stakeholder groups— for example, just with business leaders or just with faith institutions— as a way to understand how each group could come together productively. This also seemed like a worthwhile strategy to gain a more frank and honest perspective. Eventually, some student groups were able to have meetings with multiple stakeholder types represented, and if they were not put in contact, the plans capture the diverse hopes and visions of all the various stakeholders in the six neighborhoods.

A more complete list of individuals, businesses, agencies and organization engaged through this process is listed on page seven.

Due to the brevity of this process, however, the authors acknowledge there is much work to be done to provide a more fully inclusive representation. For example, Old Five Points’ advertisements for public-invite stakeholders meetings were printed in both English and Spanish, and a translator was present at the meeting, but no members

of the Hispanic community attended. Belatedly, we realized that the best contact for this population is El Centro Hispano, a non-profit organization located on West Main Street which is committed to supporting the Hispanic community throughout Durham. Pilar Rocha-Goldberg, the President of the Board, attended our public presentation and agreed that their community outreach services would be an appropriate way to encourage Hispanic residents to join neighborhood organizations and to make their voices heard.

Ultimately, this work represents only a beginning of the process of engaging the community, and we are confident that there is interest for future meetings. The information gathered here from stakeholders is highly useful, indicating what some neighborhood priorities are, what they would accomplish, and who can be involved in achieving them. All of this content is detailed in the following chapters.



Celebrate East Durham!

Students working on a plan for East Durham held a community event on Friday, April 3rd, 2009 at Joseph Bushfan's under-renovation storefront. The title Celebrate East Durham was chosen to lend a positive image and lighthearted tone to the event. The gathering was promoted by flyering the neighborhood, extending personal invitations, by word-of-mouth, and advertisement on the PAC 1 listserv and Uplift East Durham blog. Roughly 50 people attended the meeting.

The meeting collectively developed a vision statement to guide future growth and progress in the neighborhood:

To revitalize the historic East Durham community to its original vitality and character, infusing new energy, capacity, and business based on its ethnic diversity; increasing homeownership; re-establishing the Angier-Driver intersection as a key commercial corridor; providing a safe, clean, green neighborhood that is an asset to the city of Durham and neighborhood residents and businesses.

A story about the event, produced by Josh Green, was broadcast on NBC 17 News and picked up on several web pages and blogs.

The story can be seen now at <http://uplifteastdurham.wordpress.com/>

Stakeholder List

NECD Leadership Council Neighborhood Contacts

*Alvis Aikens
Terrance Gerald
Jarvis Martin
Vivian McCoy
Kim Sage
Donald Yarboro*

Individuals

*Mayor William Bell
City Manager Thomas Bonfield
Faye Broadwater
Joseph Bushfan
Aidil Collins
Mozella Fisher
Captain Winslow Forbes
Ken Gasch
Bill Graham
Scott Harmon
Melva Henry
Samuel Jenkins
Bill Kalkhof
George Lynch
Kelvin Macklin
Apostle Marshall
Elizabeth Matthews
Lisa Miller
Dee Mitchell
Kim Oberle
Will Oziogu
Pastor Clarence Parrish
Earl Philips
Emma Robinson
Pilar Rocha-Goldberg
Stanley Rose
Adam Rust
Jason Schiess
Victor Serrano
Gwyn Silver
Peter Skillern,
Lenora Smith
Natalie Spring
Edward Stewart*

*Lieutenant Walter Tate
Eleni Vachos
Everett "Q" Waller
Troy Weaver
Sarah Young*

Businesses, Organizations, and Agencies

*Albright Community Association
Angier-Driver Business Association
The Blooming Garden Inn
Bountiful Backyards
Bull City Headquarters
El Centro Hispano
City of Durham Planning Department
City of Durham Solid Waste Management
City of Durham Storm Water Management
City of Durham Transportation Division
Cleveland-Holloway Neighborhood Association
Community Reinvestment Association of North Carolina (CRA-NC)
Downtown Durham, Inc.
The Durham Bike Co-op
Durham Central Market (DCM)
The Durham Community Land Trust
The Durham Housing Authority
The Durham Open Space and Trails Commission
Durham Parks and Recreation
Durham Police Department
DPD Crime Analysis
DPD Gang Unit
Durham Public Works
Durham Rescue Mission
Durham Technical Community College
Eastway Elementary School
Eastway Village Homeowners' Association
Hoover Road Apartments Residents' Association
Impact Team*

*Jubilee Restoration Project
Keep Durham Beautiful
El Kilombo Intergalactico
Labor Works
The Lewis & Clark Community Developers, LLC.
M&M Mini Mart
McKissick and McKissick
Neighborhood Improvement Services
Northeast Central Durham Leadership Council
O'Briant Fire Extinguisher
Old North Durham Neighborhood Association
Partners Against Crime, District 1
Partnership Effort for the Advancement of
Children's Health (PEACH)
Preservation Durham
Preservation North Carolina
Public Hardware
Renaissance Economic Reinvestment, Inc. (REAR)
Rose's Auto Shop
Samuel and Sons
South Eastern Efforts Developing Sustainable Spaces Inc. (SEEDS).
Self-Help Credit Union
Triangle Trophy
Triangle Residential Options for Substance Abusers (TROSA)
Union Independent School
United Durham, Inc. (UDI)
Uplift East Durham*

Ministries

*Angier Avenue Baptist Church
Greater Faith Church
Greater St. Paul Missionary Baptist Church
New Free Will Church of the Living God
Shabach Outreach Ministries
Union Baptist Church*

Generally, stakeholders were communicated with directly, though some indirect communication did occur. Additionally, this list does not include every single individual and organization students were able to engage during the process of making these plans. However, it nevertheless serves as a representative sample of the breadth and variety of stakeholders that helped make the plans possible.

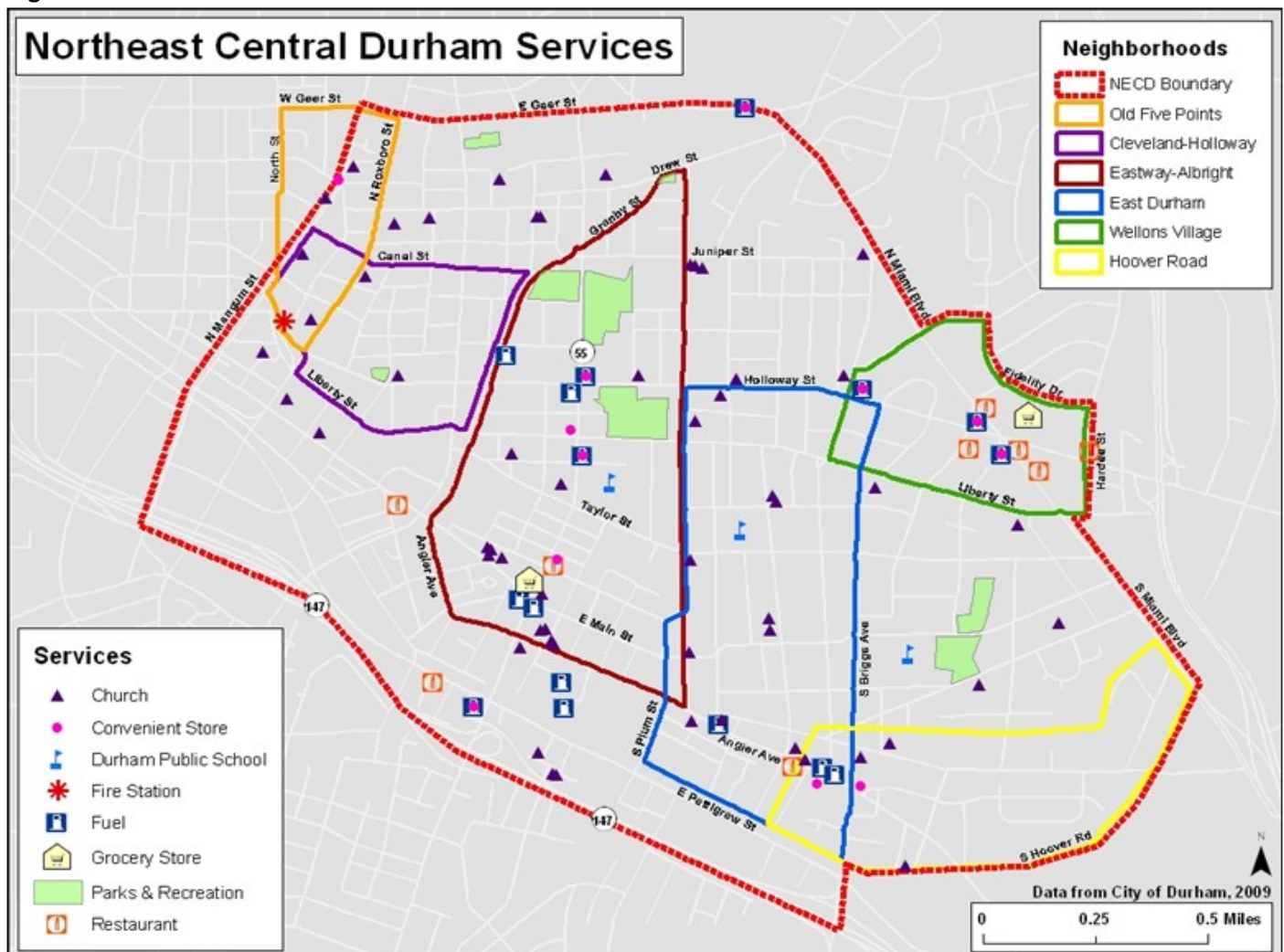
Northeast Central Durham Amenities and Services

This section takes a broad look at the services and amenities throughout all of Northeast Central Durham. Its contents are not meant to be particular to any one neighborhood, but instead relevant to all of them. The police and fire, parks, groceries, entertainment, schools, faith institutions, public transit, and roads within Northeast Central Durham affect all of its residents. From the wider view of this chapter, the NECD Neighborhoods Plan proceeds to narrow into specifics of the individual neighborhoods. Each subsequent chapter contains geographic information, priorities, and implementation guidelines intended solely for that respective neighborhood.

Police and Fire

Access to fire and policing services across Northeast Central Durham is varied from each of these six neighborhoods. While there is substantial variance in proximity to fire stations from one to the next, there is a more consistent problem where policing is concerned. While some neighborhoods have seen marked improvement over recent years due to Operation Bull's Eye (Old Five Points, for example), others are still either peripheral to that effort (the Wellons Village shopping district) or have seen recent surges in crime that demand more police involvement (Hoover Road and Eastway Village).

Figure 1: Access to Services in Northeast Central Durham



Recommendations for dealing with issues of crime and policing are more thoroughly treated in each of the neighborhood plans. However, it is important to note structural concerns of service in NECD. Some issues of particular importance are:

- Cleveland-Holloway, being in Police District 1, is located 2 miles from the District 1 substation. Despite this, the neighborhood is adjacent to downtown and District 5. Residents of this neighborhood would like to be included in District 5 to be closer to a station, but also because downtown policing includes bike patrols, which is recommended for making a more significant impact on drug related crime in the area. This type of patrolling should be considered for all Durham neighborhoods for these reasons and because it will help foster more personal interaction with residents and officers.
- Old Five Points, also adjacent to Downtown Durham, is currently split between three Police Districts: 1, 2, and 5. This means patrolling is not uniform from one part of the neighborhood to the next, with one portion of it being beneficiary of the District 5 bike patrols and the other two—more residential sections of the neighborhood with greater need—not patrolled by bicycle. The neighborhood is duly split by representation in three different PAC groups, though only one was known to play a role in Old Five Points, District 1. To provide cohesion in police services for this neighborhood it is recommended that District borders here be redrawn to reflect neighborhood boundaries .
- Proximity to a police station or substation is of concern for the majority of Northeast Central Durham neighborhoods. City Council’s approval of leasing the site at 915 Holloway Street is to be applauded as it indicates progress for policing District 1, but the great size of this district alone suggests that more than one substation is necessary. Even this new District 1 substation on Holloway Street will be 1.6 miles from the Hoover Road Apartments.

Parks

Access to public parks is not an issue for most of these neighborhoods, the main exceptions being East Durham, which has no parks within its boundaries, and Hoover Road where the only Parks and Recreation activity is the after school programs offered at the Hoover Road Apartments Community Room. Smaller parks like Oakwood Park, close to Old Five Points and Cleveland-Holloway as well as large parks with many amenities, like the recently upgraded Longmeadow Park, Duke Park in North Durham, and the well-used East End Park at Alston and Mallard are accessible for the most part to NECD residents. The latter, with its basketball, soccer, tennis, and baseball facilities, is an example of how important play facilities are for these neighborhoods, particularly for providing social and developmental occupations for NECD youth.

Image 1: East End Park in Albright



However, not all of these parks have facilities for recreation. Oakwood Park, while accessible to Old Five Points and Cleveland-Holloway residents, has picnic benches but does not have play equipment for children. Central Park, which can be reached by those same neighborhoods, has no picnicking nor play facilities.

Safety and perceived safety are of concern as well. Oakwood is frequented by the homeless and is the site of much drug-related crime. The perception that a space is well-used and cared for alone will provide a deterrent to criminal activity in parks, much as it would in vacant lots throughout the city. It is recommended that parks be fitted with play facilities and patrolled regularly by city police. We endorse the Cleveland-Holloway

residents' suggestion that unbuildable and vacant lots be considered for small-scale parks and community gardens which will not only offer access to safe recreation but will also reverse the detrimental influence of abandoned and neglected spaces on each of these neighborhoods.

Groceries

One of the sources of greatest concern for the health of these communities—that is public health as well as long-term sustainability—is the inadequacy of food sources, particularly affordable and quality foods and produce. It is not uncommon for residents to travel two miles to the Lowes or Compare Foods stores. For those with cars, this is still too far to be sustainable. But consider the difficulty involved for those taking public transit.

The alternatives are the numerous convenience stores located throughout NECD: M&M, Hill's Market, Buy Quick Food Mart, Carolina Food Mart—all offer convenient access to foods that are not nutritious options. Full-service groceries that offer fresh produce such as Lowes, Compare, Kroger, Food Lion are all at least 1.5 miles from each of these neighborhoods, except Wellons Village which houses a Lowes. The sole exception here is Los Primos, which is expected to relocate as a result of the widening of Alston Avenue and is perceived to be exclusively an ethnic market. The City's decision to support its relocation is applauded.

There are two current efforts which deserve City support and which offer examples for future development in the area. The first is Joseph Bushfan's plan to locate a small neighborhood grocery at the old business district of Angier and Driver Streets. The second is the Durham Central Market's consideration of siting its new store in Old Five Points along the Mangum Street Downtown Corridor. Both of these reflect a movement that will lead Durham to sustainable and healthier neighborhoods with less reliance on transportation to groceries that are far removed and inaccessible, as well as costing much less medically over the long-term.

This latter model should also be applied to siting other retail and commercial enterprises. NECD is home to many excellent historic commercially-zoned structures which would offer not only proximity for residents of each neighborhood (since that is what they were originally designed for early in the twentieth century) but ease of access for shoppers commuting in and out of Downtown Durham along Mangum and Roxboro, Holloway, Main Street, Alston Avenue, and Angier Avenue.

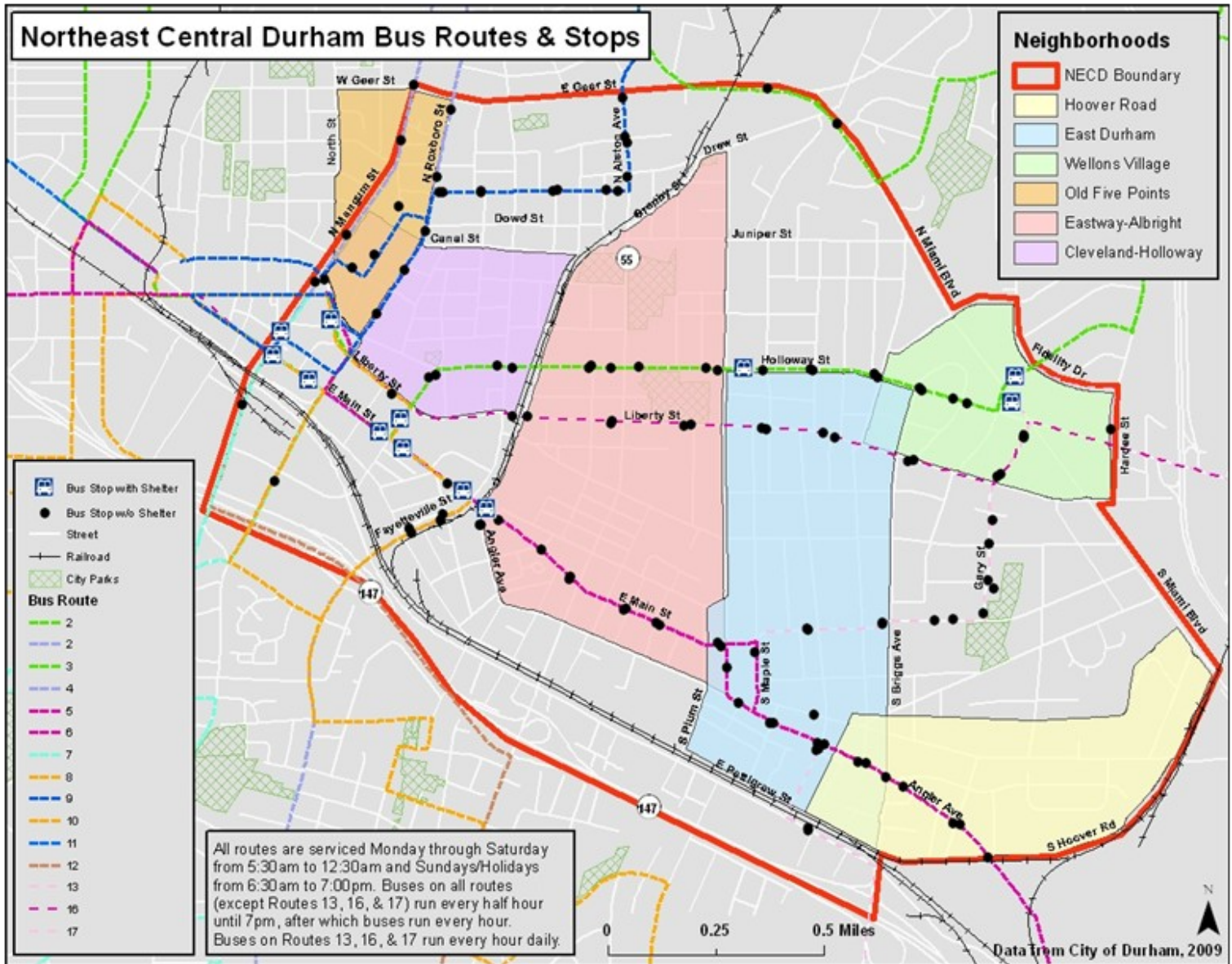
Entertainment

NECD is limited in entertainment options. While East End Park does provide entertainment for youth and further options in that vein are recommended, cultural entertainment is largely to be found outside the area. Old Five points is home to Bull City HQ which hosts semi-regular music performances and art events, and the Durham Public Library at 300 North Roxboro Street schedules public screenings of movies along with poetry readings. But for nightlife and arts, residents go to Downtown, Central Park, Ninth Street, and elsewhere. These other locations offer excellent and numerous options for Durham residents; incentivizing the location of such institutions as theaters, small concert venues and venues for NECD artists within these six neighborhoods will provide amenities and opportunities for growth simultaneously.

Schools

There are two major elementary schools in NECD, Eastway Elementary and the Y.E. Smith school. There are two main school-related issues facing NECD. First among these is the overall inefficiency of district boundaries. This is best exemplified by school attendance zones. Elementary school students living west of Roxboro

Figure 2: Public Transit in Northeast Central Durham



Street attend Glenn Elementary, located four miles away near Interstate 85. Students living east of Roxboro Street attend Eastway Elementary, which is in the heart of North East Central Durham. North Mangum Street is the dividing line for middle school students who are split between Brogden and Lakeview Middle Schools, both located in North Durham. High school students are divided into three cohorts: Riverside, Northern and Southern, all located in various suburbs rather than in NECD.

In the Eastway Village and Albright neighborhoods, there are nine overlapping school districts. Similar to police districting as mentioned above, concentration on the matter of making schools neighborhood schools as much as possible will provide a long-term goal of sustainability. Rather than sending high school students out to the suburbs, separating them from their communities, Durham could offer a stellar example to cities around the country should it begin to create neighborhood cohesion throughout the education experience.

Second, schools not meeting state standards is a serious concern. The Lowe's Grove Middle School located at 4418 South Alston Avenue is the designated middle school for the Hoover Road neighborhood. In 2007-2008, less than 50% of students were performing at grade level, and the teacher turnover rate was twice the state average (North Carolina State Board of Education, 2008c). Hillside High School offers an International Baccalaureate program and is well known for its arts programming. But in 2006, state Judge Howard Manning, Jr., warned that he would close Hillside High School unless the state replaced the principal and instituted long-

needed reforms (Silberman, 2006). Hillside is one of 19 such schools with less than 50% of students performing at grade level, and is now under state supervision (North Carolina State Board of Education, 2008b; Silberman, 2006). Northern High School, where Eastway residents are designated to attend, has an average of 3 violent incidents per 100 students. The state and district averages are both 1 per 100 students. Northern is also 7 miles away from Eastway Village.

However, the upcoming openings of the Union Independent School and the Holton Career and Resource Center should go a long way towards boosting both educational attainment and community cohesion in NECD.

Faith Institutions

Throughout Northeast Central Durham, churches are a vital amenity and service for residents. These are vibrant places of worship, homes of social networks and service networks, and potential drivers of economic development. Churches have long been at the heart of Durham's African American community in particular and these continually provide opportunities to meet people and expand one's social network. They have consistently been providers of services like daycare, transportation, food, counseling, and even health care. Ministries also serve to connect released inmates to jobs, provide skills training for youth entering the job market, to advocate for sensitive economic development, and in many cases they bring worshipers into NECD from the suburbs at least once a week. For example, 800+ congregants of Union Baptist come and go from North Roxboro Street every Sunday, yet an opportunity is missed to provide them with shopping and dining venues along the commercial-zoned corridor of North Mangum Street, a few moments' walk from the church.

A few ministries who have been so influential in the six neighborhoods showcased here include:

- Shabach Ministries in Old Five points
- Union Baptist, along the border of Old Five Points and Cleveland-Holloway
- Full Gospel Holy Church, on Ashe Street in the Hoover Road Neighborhood
- Angier Avenue Baptist Church, at Angier Avenue and Driver Street in East Durham
- Antioch Baptist Church on Holloway Street

Public Transit

Bus line accessibility, as gauged through discussion with residents of these neighborhoods, seems to be adequate. These discussions did indicate, however, that ridership is very low in these neighborhoods. It seems that few residents use public transit to get to work or to go shopping. This may be due to inefficiency in the routes—meaning it would be inconvenient to transfer twice to get to the grocery, lack of awareness, inability to pay fares, or other reasons. Further study is recommended to determine potential cause for this and to ascertain how best to increase ridership. A critical concern will be bus service to the new Holton Career and Resource Center when it opens later this year, especially in a context of DATA budget reductions.

For the purposes of this assessment, it will be noted that quality of bus stops is often inadequate. Of the 27 stops in East Durham, for example, one is a covered stop providing shelter in inclement weather.

Image 2: Sidewalk on Elizabeth Street





Image 3 and 4: New streets and sidewalks in Eastway Village...no sidewalks in Albright

Roads and Sidewalks

The overall quality of NECD roads and sidewalks is quite varied: from unpaved dirt roads (according to a 1983 Department of Transportation and utilities map there were 484 miles of unpaved roads in the City of Durham; currently, there are roughly 28 miles of unpaved municipal roads), to high quality state-maintained thoroughfares like Roxboro and Mangum Streets, to the excellent newly sealed neighborhood roads of Eastway village.

Roxboro and Mangum Street in particular are well-maintained because they are state roads, but the overall effect of this is to encourage high-speed travel, which curtails pedestrian mobility and access. Traffic calming measures could be beneficial, as observers have noted for decades. There are not sidewalks on all of the streets, which would also make the neighborhood more amenable to walking. Road quality and sidewalks in and immediately around Eastway Village and Franklin Villages are high quality and numerous. Throughout Albright, the sidewalks have suffered from neglect for many years, if there are any at all. The newer roads throughout Eastway Village and Franklin Villages are of a very high quality as they have been recently laid and sealed. This however is not the case for the rest of Eastway and the Albright neighborhood. These roads are in various states of disrepair many with significant pot holes or sections which have received recent but insignificant cosmetic touch ups. Overall, the quality of the roads is poor and many have been targeted by Durham City's Operation Green Light for resurfacing over the next two years. Roughly half the streets in Cleveland-Holloway have sidewalks, but of these most have been neglected and are broken by tree roots, crumbling walls, and unchecked ivy or shrubs.

The Eastway Village and Albright Neighborhoods Plan

Prepared by: Danielle Allen, Bill Bishop, Devin Gibson

Leadership Council Neighborhood Contact: Terrance Gerald

Part I: Contextual & Background Data

The Eastway Village and Albright neighborhoods are contiguous to each other and located in the geographic center of Northeast Central Durham (NECD). Like most of NECD, these neighborhoods have experienced decades of decline and disinvestment. Adding to the socio-economic landscape during the last ten years has been the very rapid demographic change resulting from the dramatic influx of predominantly Spanish-speaking Hispanics. Although both neighborhoods have experienced many elements of urban blight, both contain assets and potential amenities that hold promise for future and ongoing revitalization.



Image 5: Eastway Village

Since the drug, prostitution, and crime-ridden Few Gardens Apartments were demolished within Eastway, neighborhood conditions have improved a great deal. Notorious Barnes Avenue has been redeveloped as Eastway Village Drive and is now the central spine road for the City of Durham's Eastway Village homeowner-ship project. As the City of Durham was working to deliver the Eastway Village homes, the Durham Housing Authority was developing the first phase of the mixed-income Franklin Village Apartments. Although both projects have yet to be completed, combined they provide the foundation for neighborhood-wide redevelopment and revitalization. It is for this reason that completion of these projects is so vitally important to the existing residents of Eastway Village.

The Albright neighborhood, which has a relatively high percentage of abandoned homes and vacant properties "for-rent," has not had the advantage of ongoing redevelopment that Eastway has enjoyed. Albright has some significant natural amenities however, that might provide a catalyst toward economic development and revitalization. Large tracts of land already owned by the City of Durham combined with corridors of vacant land happen to straddle the Goose Creek watershed. Goose Creek, which is a tributary of the Neuse River, has been badly impacted by dumping, encroachment, and development over the years. Although segments of Goose Creek within the Eastway neighborhood to the south have been reclaimed and turned into aesthetic and recreational amenities, no such effort has yet been undertaken within Albright.

Addressing this problem would not directly attack the pernicious issues of inadequate housing, drug dealing and prostitution which now impact much of the neighborhood, but it would be an important step toward reclaiming the place for its residents. Other economic development opportunities associated with such a plan might include a neighborhood market and/or multi-purpose civic meeting space.

Based on early conversations with stakeholders, it became clear that Eastway Village/Albright was not one continuous entity but rather two neighborhoods with distinctive characteristics, and, as a result, separate issues and opportunities. Thus, though they are presented here together, they are sometimes separated in this report to reflect these differences.

Geographic Boundaries of Neighborhoods

Eastway Village is the area, south of Holloway Street, west of N. Hyde Park Avenue, north of Angier Avenue, and east of Railroad Street. This area includes the City's Eastway Village redevelopment, for which the neighborhood is named, which is featured in orange on the Land Use Map, **Figure 3**. It also includes Durham Housing Authority's Franklin Village redevelopment to the south and west of Eastway Village on the map. Long Meadow Park is at the northeast corner of Eastway Village in green on the map, and the restored Goose Creek watershed runs south to north between Eastway Elementary, which is featured in blue, and the Eastway Village redevelopment.

Albright is the neighborhood due north of Eastway Village. This is the area south of Granby Street and Drew Street, west of N. Hyde Park Avenue, north of Holloway Street, and east of Railroad Street. The Albright area includes primarily residential space on its far west and east sides. Note in **Figure 3** that gray sections in each of the areas on the map denoted boarded up homes or vacant land. At the center of Albright is the Goose Creek watershed, which again runs south to north through the center of East End Park, before turning to the northeast across the most northern blocks of the neighborhood. The Creek is surrounded by significant amounts of publicly owned land, including the blocks denoted in gray on the map and East End Park.

Figure 3: Eastway Village & Albright Neighborhood/Land Use Map

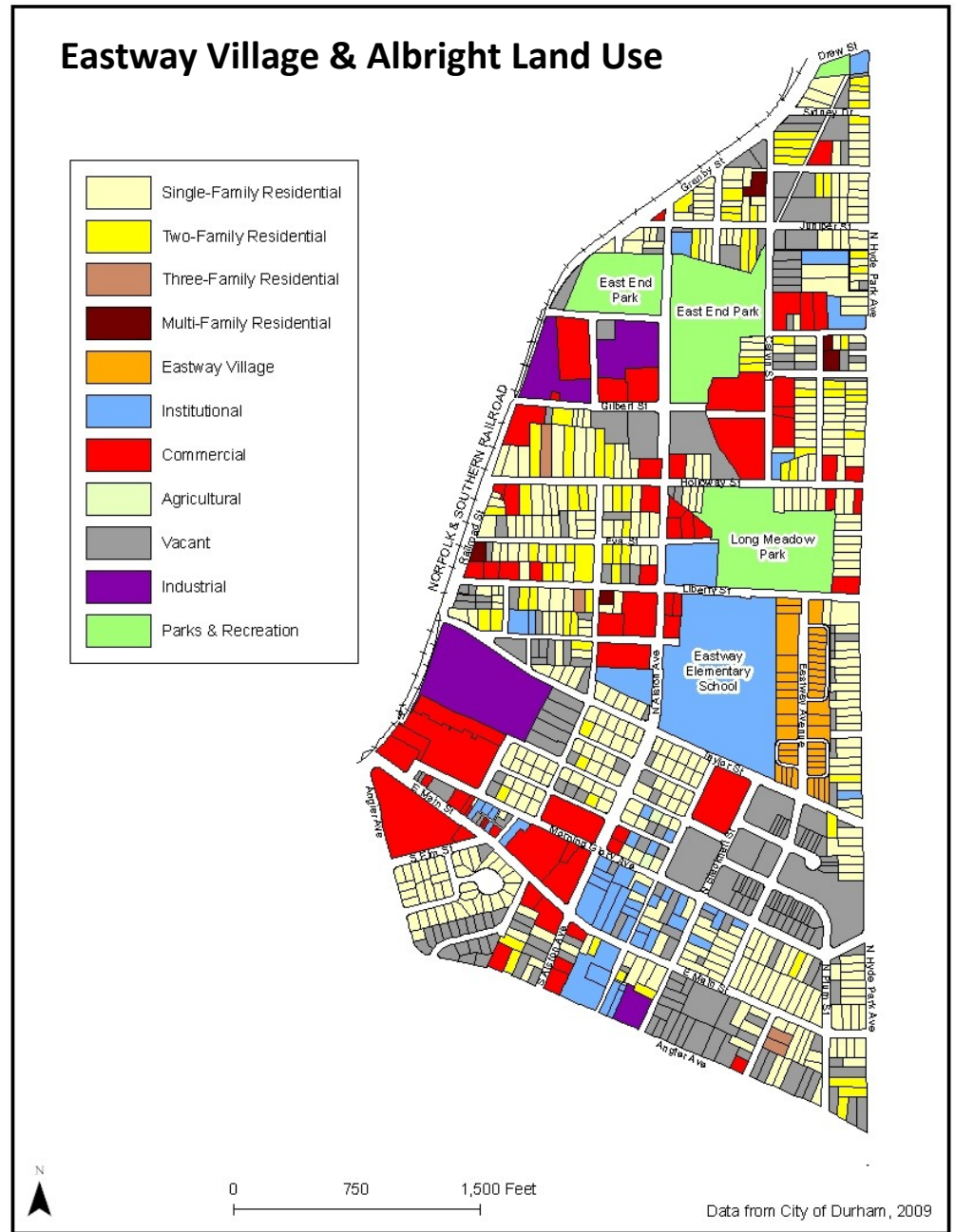


Figure 3 highlights the boundaries and major facilities within each of these neighborhoods as well as land use information.

Part II: Priorities and Implementation Plan

Eastway Village

Completion of Redevelopment

The over-riding issue in Eastway is the completion of the City's Eastway Village project and the continuing build-out of DHA's Franklin Village community. It is hoped, of course, that as these projects mature they will

induce private construction of housing on the vacant lots that surround the area. Implementation of these major ongoing undertakings lies entirely in the hands of the City, DHA, HUD and their respective partners. Every effort should be made to foster cooperation between the parties toward the end of completing the Eastway Village's redevelopment.

While DHA expects to develop more mixed-income rental housing, and the Durham Rescue Mission plans to develop architecturally similar congregate housing facilities for the populations it serves, residents and stakeholders were all but unanimous the development of "for-sale" owner-occupied housing should be stressed. Residents of Eastway Village feel strongly that establishing long-term residents and owner-occupants' eyes on the street will lead to stability and security in the neighborhood and the creation of community.

Organized Afterschool Activities

Expanding the range of organized afterschool activities for the community's children is a different matter. There are a number of interested community assets that can be brought together to develop and manage more programming for existing parks, playgrounds, and open spaces. In addition to the numerous residents who have expressed an interest in becoming involved in such programs, the professional staff of the Eastway Elementary School would be very supportive of such a program. Other actors/contributors might include Durham Parks & Recreation Department, non-profits and others already engaged in the community and with the school children in particular. Since there is a widespread perception that organized programming of parks and open spaces would discourage and/or displace the casual criminal element that now occupies them, perhaps this represents an opportunity for police participation as well.

Community members have expressed interest in more organized team sports and swimming lessons. Representatives of the Parks and

Figure 4: Eastway and Albright Zoning

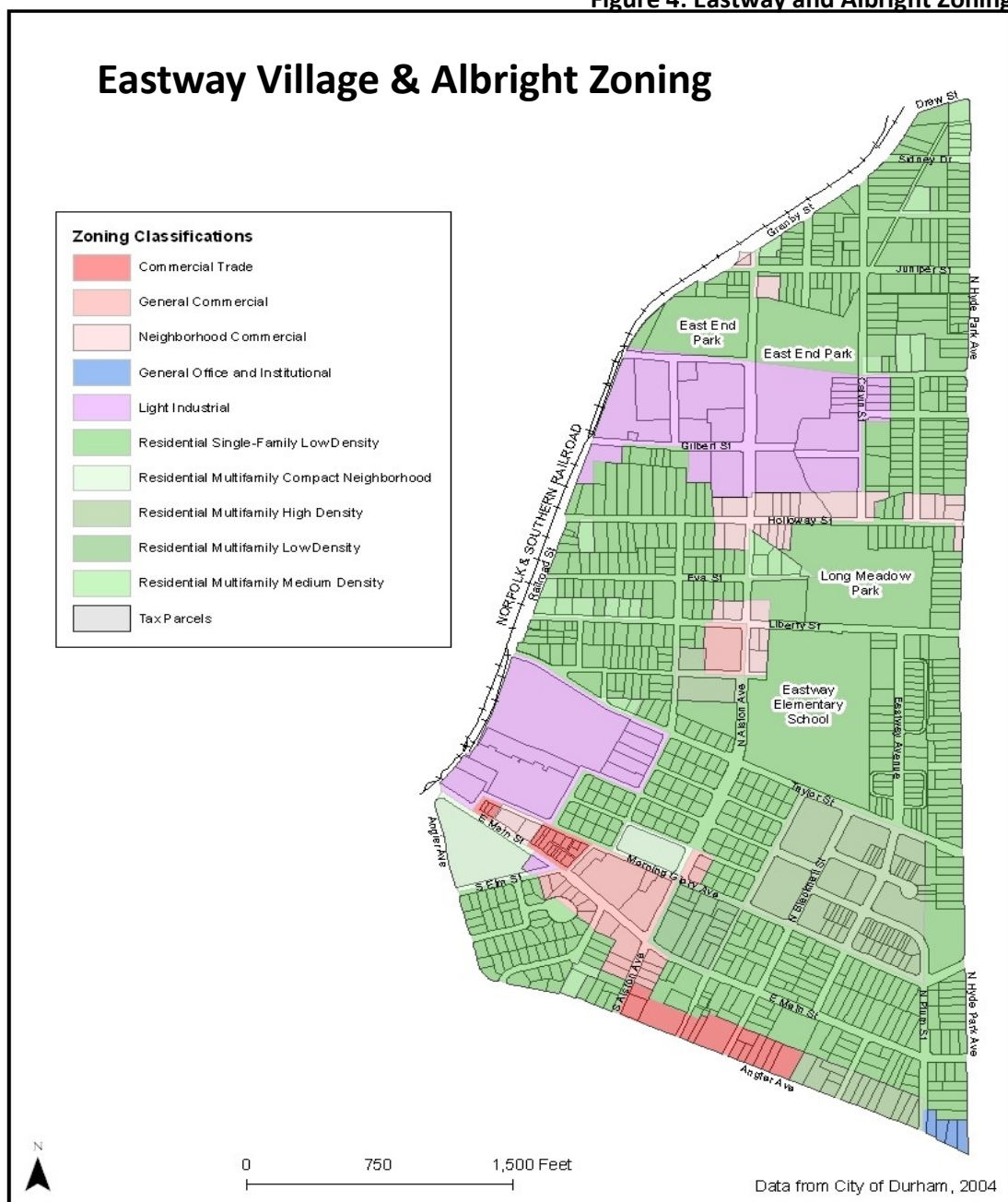


Figure 5: Eastway Village and Albright Demographics

Demographic Information	Eastway Village/ Albright 1990	Eastway Village/ Albright 2000	% Change 1990-2000	NECD 2000	% of NECD	City of Durham 2000	% of Durham
Population	4,945	7,546	52.60%	24,848	100.00%	187,035	100.00%
Race/Ethnicity							
African-American	4,115	5,326	29.43%	18,035	72.58%	81,937	43.81%
Hispanic	6	1,693	28116.67%	4,279	17.22%	16,012	8.56%
Asian	-	57	-	47	0.19%	6,815	3.64%
White	824	334	-59.47%	3,694	14.87%	85,126	45.51%
American Indian/ Native American	-	26	-	107	0.43%	575	0.31%
Age							
0-19	1,652	2,491	50.79%	8,533	34.34%	49,742	26.60%
20 to 34	1,122	2,027	80.66%	6,865	27.63%	57,041	30.50%
35 to 54	1,048	1,844	75.95%	6,299	25.35%	51,125	27.33%
55 to 64	386	478	23.83%	1,330	5.35%	11,712	6.26%
Over 65	714	626	-12.32%	728	2.93%	17,415	9.31%

Source: US Census Bureau, Census 1990 and 2000, SF1

Recreation Department have said that there are substantial programs in place of which residents may not be aware. It seems that there may be opportunities both to expand such programming with the active support of interested community members and school personnel and to increase the utility of existing programming through improved communication. Parks and Recreation have also pointed out the shortage of soccer fields in the area. This might be another opportunity for land use within Albright. The addition of soccer programming would benefit the community overall and help to provide an opportunity for civic engagement for the Hispanic community in particular.

The “Goley” Block

The Goley Block, within DHA’s Hope VI redevelopment area, is bounded by Goley Street, Angier Avenue, South Blacknall Street, and East Main Street. Subsequent to preliminary development approvals, DHA discovered that an isolated wetland within the Goley Block is subject to the regulatory jurisdiction of the Neuse River Basin watershed, and that the block could not be developed without mitigation of the wetland impacts or substantial protection of the wetland. DHA has concluded that mitigation would be prohibitively expensive, and that the setbacks and berms required to protect the wetland from adjoining development render the block all but unbuildable. We have suggested that the block might be turned into an aesthetically pleasing (passive) park which might benefit the Hope VI residents and add value to that project.

Since this property is within the HUD – funded Hope VI boundary, however, DHA would have to make up the

lost units elsewhere. We have suggested that DHA might convey the Goley Block “park site” to the City in exchange for a surplus City parcel elsewhere that could accommodate the displaced residential units. Representatives of the City’s Planning and Parks Departments were at least tentatively receptive to the idea with two significant caveats.

Like many municipalities and municipal departments, the Parks and Recreation Department has significant funding shortfalls with respect to maintenance and operations. The Department is actively seeking partnership, therefore, with third parties such as homeowners’ associations, to take over maintenance responsibilities for community parks and open space. It seems that the Parks Department might accept the Goley Block as a park site, but only if Franklin Village would undertake to maintain it. The second issue is that at least with respect to surplus properties owned by the Parks Department, many are encumbered with use limitations as parks which are based on covenants related to historic funding/financing arrangements. Some work would be required to identify a suitable parcel unencumbered by such restrictions.

Fencing

There has been a tendency to attempt to manage some neighborhood and security issues through the erection of fences, and chain-link fences in particular (such as the fence remaining between Eastway Village and the Goose Creek watershed). This should be discouraged. Although the possibility of short term benefits may be enticing, the long term impacts of such fencing on the community are probably not beneficial.

Albright

The large expanse of publicly owned land and vacant privately owned properties contiguous to the Goose Creek watershed in combination with the significantly degraded condition of the Creek provides a significant opportunity for economic and community development within Albright and NECD. There are a number of public agencies and private interest groups who have an interest in the Neuse River watersheds and its various tributaries, of which Goose Creek is one. Restoring the northern reaches of Goose Creek through Albright much as it has already been restored and reclaimed within Eastway would result in environmental and aesthetic improvements to the Albright community.

The significant public and potentially public land along the Creek would also provide for additional open green space and recreational opportunities. One of the several aspects of economic development that could result from such an effort would be the establishment of a community or farmers’ market. Such a market (in such a potentially lovely setting) would act not only to stimulate wholesome economic activity in Albright, but would benefit NECD as a whole. Given Albright’s central east/west location within Northeast Central Durham, and the direct access provided by Alston Avenue and Holloway Street, the proposed Goose Creek greenway corridor has great potential as a market area.

Such a market could also help to remedy the shortage of high quality grocery and produce shopping that is articulated by residents throughout NECD. The Project for Public Spaces (<http://www.pps.org>) has extensive experience with the establishment and operation of place-making public markets and provides consultancy services to those desiring to establish them: “PPS’ Public Market Program aims to foster innovation and new models for public markets that are economically sustainable while maximizing their benefits [to] their communities, and contributing to the creation of the public places that attract a broad diversity of people.”

While Albright is experiencing many of the symptoms of urban blight, drug dealing, and prostitution are the issues raised most immediately and most often by residents of Albright and surrounding neighborhoods. Whether the perceived lack of focused police enforcement and timely police responsiveness to calls is objectively accurate or not, the negative perception does its damage. While there is a strong sense of partnership with the Police Department in the Eastway Village neighborhood, there seems to be no such sense in Albright. The E.D. Mickles Recreation Center in East End Park is currently being vacated and might be a good future sight for a police substation. This might begin to break down residents' perceptions that there is a lack of police responsiveness. In any case, increased police presence and communication between police and resi-

dents in Albright is critical to revitalizing and strengthening the social fabric of this neighborhood.

Figure 6: Eastway Albright Vacant Parcels

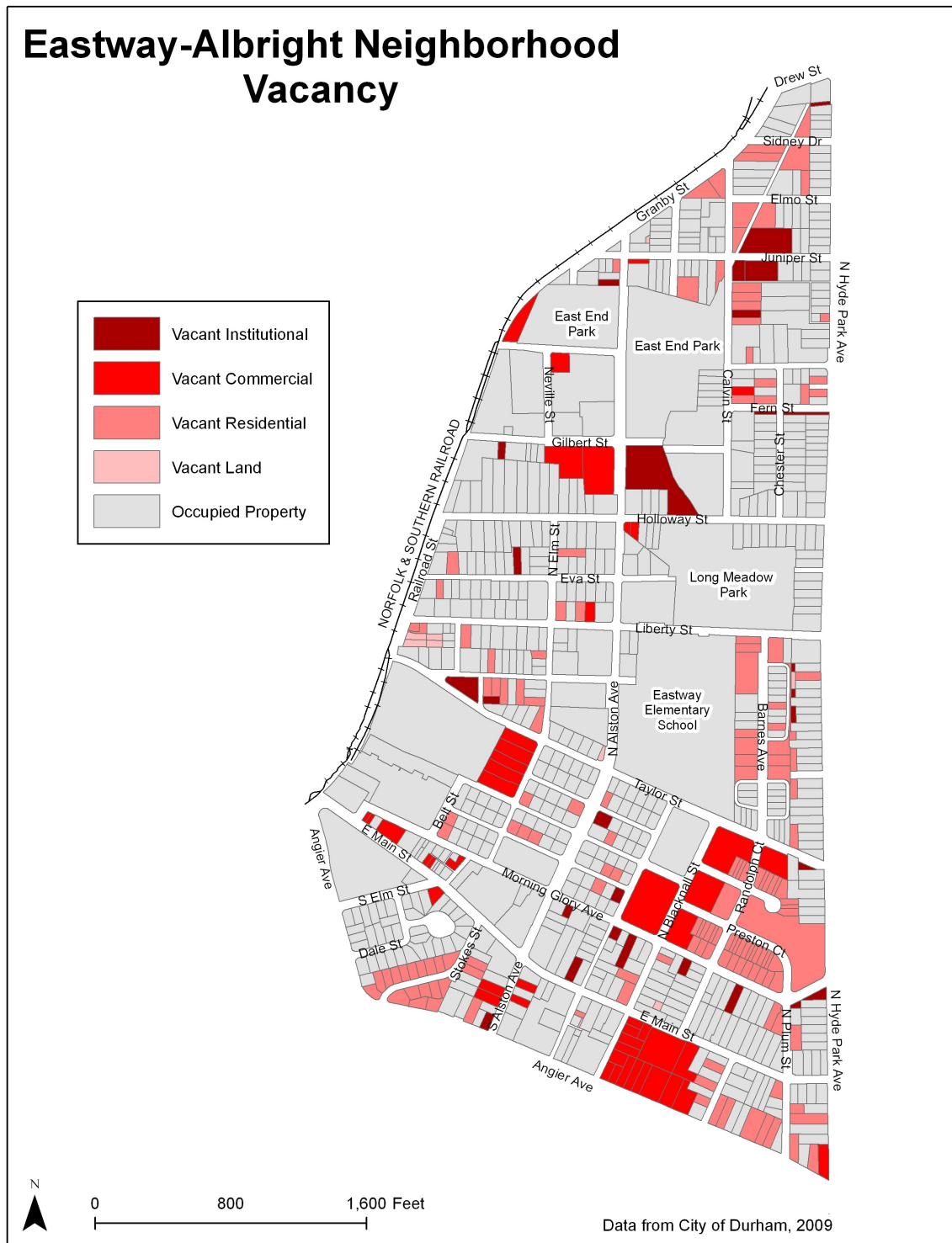


Figure 7: Eastway and Albright Matrix of Priority Issues, Short-Term

Goals		Indicators			
1	A safer neighborhood	Fewer dealers/prostitutes/thefts, more police presence, fewer vacant homes, increased owner occupancy			
2	Social Services	Clean creek, trash pick-up, community participation & information, police presence			
3	Physical Appearance and Identity	Neighborhood park, utilized vacant lots, clean creek, stopping dumping, Neighborhood Association			
Short-Term Priorities					
Cost	Action Item	Want/Need	Purpose	Goals Targeted	Actors
Low	Goose Creek clean-up	Want	Degraded, overgrown and polluted water way can be a source of pride and aesthetically pleasing	2, 3	Parks & Rec., Community
Low	Encourage interest in PAC 1	Want	Community participation in improving social issues	1, 2	PAC 1, NIS
High	Removing Prostitution	Need	Criminal elements negatively impact on community	1	PAC 1, Police Dept.
High	Remove drug dealing	Need	Safety, reduce criminal activity	1	PAC 1, Police Dept.
Low	Front yard clean-up	Want	Detrimental social impact, improve neighborhood pride	2, 3	Community, Durham City Council
Low	Organized/programmed after school sports and activities for youth	Need	Create opportunities for youth recreation and reduce likelihood of gang activity	1, 2	Public Schools, Neighborhood Association, Parks & Rec, NIS
High	Funding issues for development of Franklin Village	Need	Required to finish development of Franklin Village	1, 2 , 3	DHA, CD Dept, NCHFA
Low	Goley Block Neuse River tributary buffer zone	Need	Complete the neighborhood and allow community to develop	3	DHA, Neuse River
Low	Stop loose sand and gravel blowing from the signage yard into the park and playground	Want	Impacts on health and well-being of children playing in park	2	Public Works
High	Increase Police Presence	Need	Community safety & security, increase response times to emergency calls	2	Police Dept.
Low	Rubbish collection	Need	Community health, aesthetic, safety, pollution, environmental impacts, social impacts	2	Dept. Public Works,
Low	Communicating to residents / improving flow of information regarding community issues	Need	Improve neighborhood communication to create opportunities and develop greater connectivity and strength	2	NIS, Community,

Figure 8: Crime Hot Spots in Eastway Village and Albright

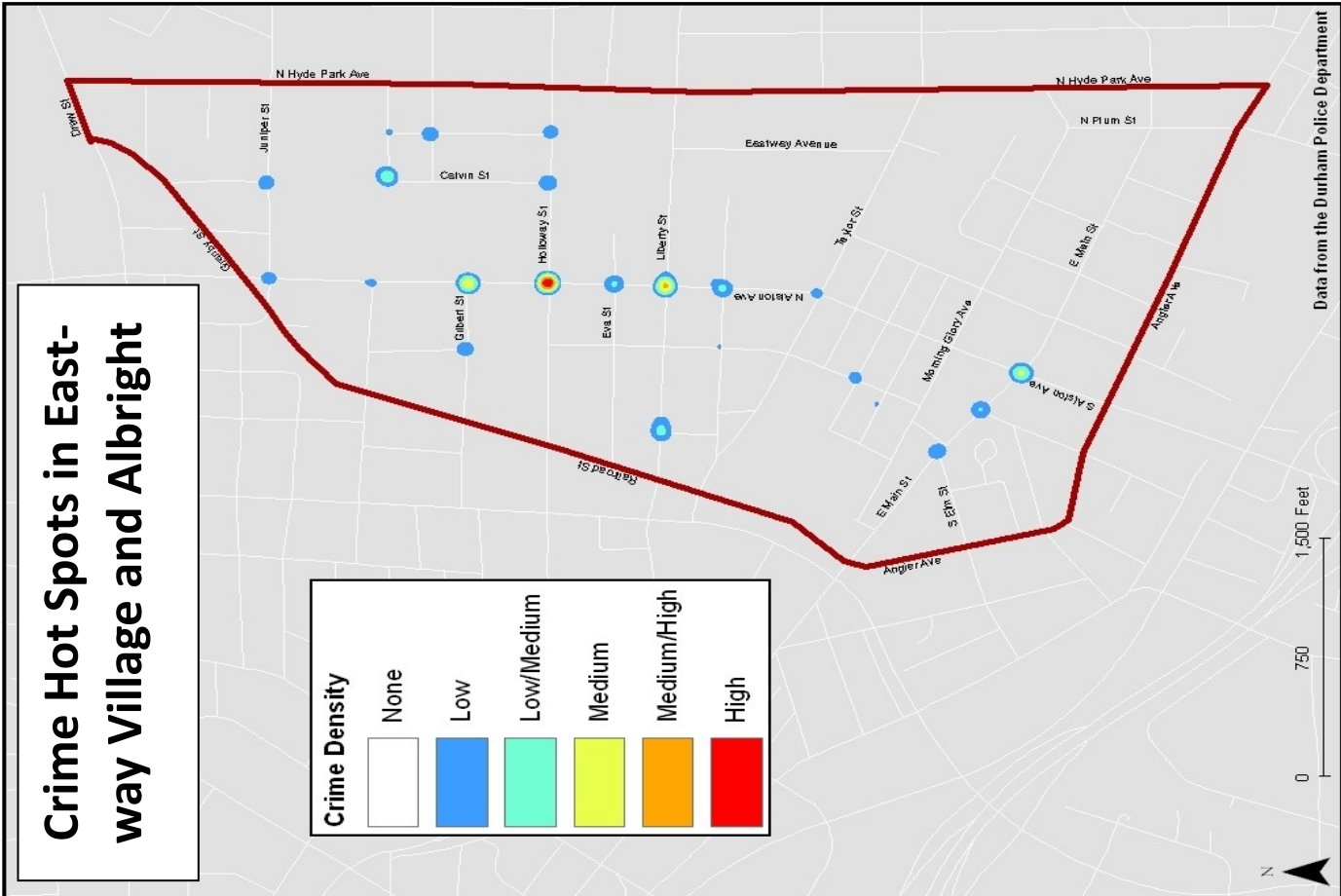
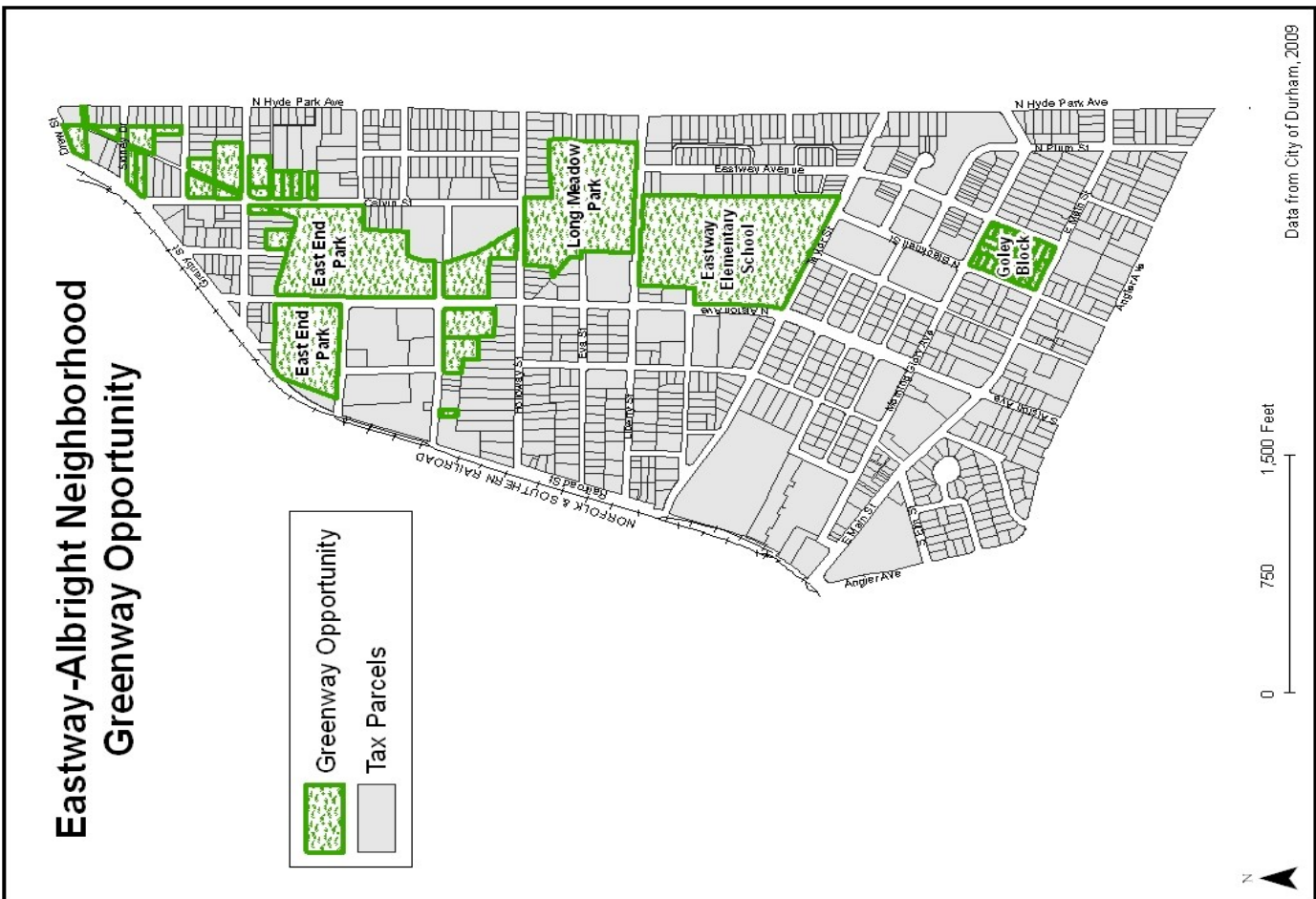


Figure 9: Eastway Village and Albright : Potential Greenway



Hoover Road and Owen Street Neighborhood Plan

Prepared by: Brian Callaway, Menaka Mohan, Charles Williams,
Megan Wooley

Leadership Council Neighborhood Contact: Vivian McCoy

Part I: Contextual & Background Data

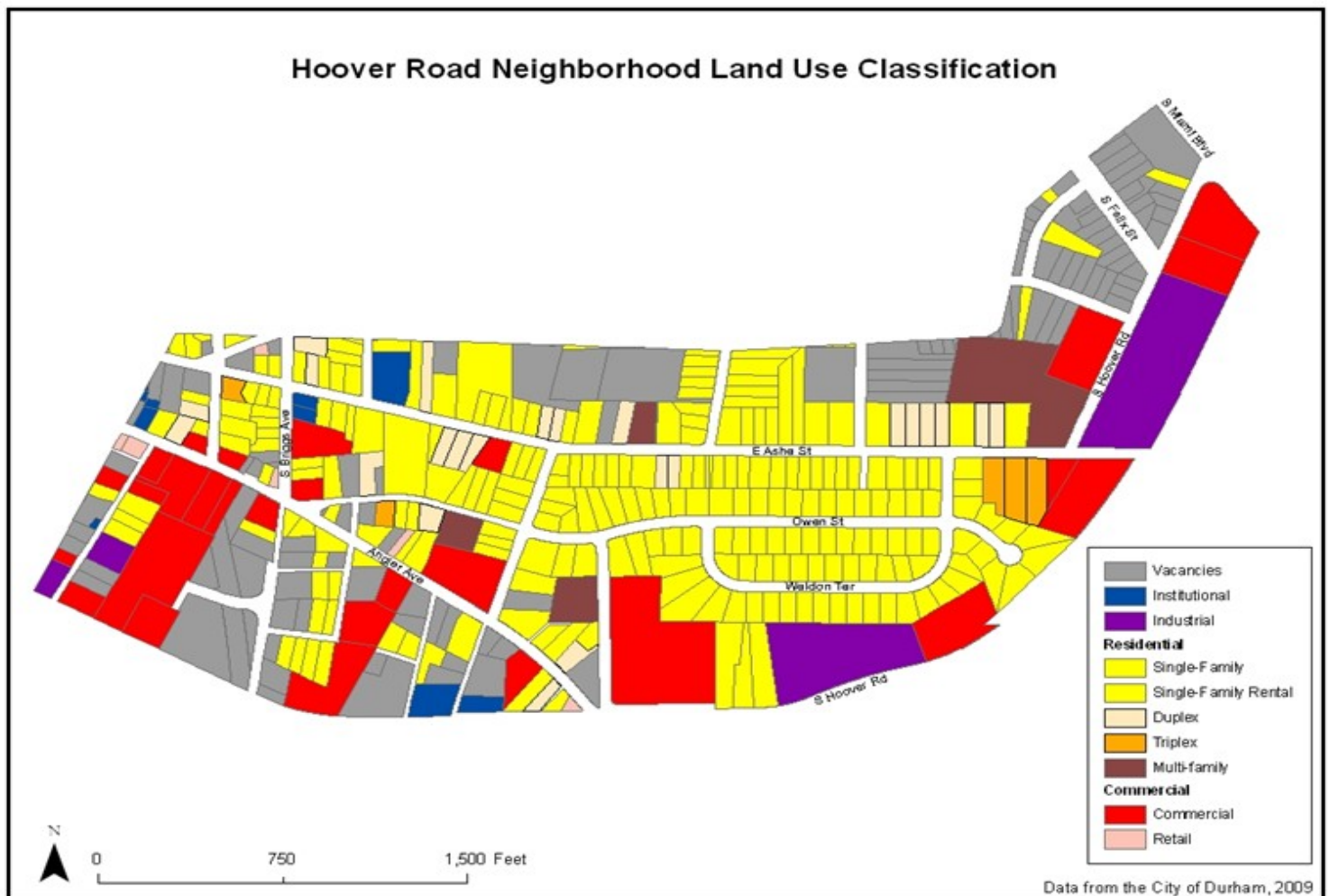
The Hoover Road neighborhood is located in Northeast Central Durham near the Durham Freeway (NC 147). This neighborhood, which has many assets, including an active group of citizens, is working to reduce neighborhood problems such as prostitution, drug abuse, high vacancy rates, and blight. This report gives an overview of the area and a list of current conditions, which will hopefully provide a springboard for future action. The “Owen Street Neighborhood” will be used to refer to the part of the greater Hoover Road Neighborhood that is not the Hoover Road Apartments.



Image 6: Owen Street and Weldon Terrace

Although industrial land uses dominate the Hoover Road landscape, several residential neighborhoods help define it. Along with the single-family homes, the neighborhood also houses the Hoover Road Apartments, which were built in 1968 and are part of Durham’s Conventional Public Housing Program. These are the brick structures pictured in *Image 7*. The apartments have 54 units as well as a common area operated by Durham’s Parks and Recreation Department.

Figure 10: Hoover Road Neighborhood Land Use Classification



Geographic Boundaries

The borders of the neighborhood are comprised of the railroad tracks to the south, Salem Road to the west, Ashe Street on the north, and the Ashe Street/Hoover Road intersection on the east. These boundaries were determined after interviews with key informants. Based on extensive contact with residents and other stakeholders and additional research into strategies used in other cities, the following implementation and evaluation plan is suggested with specific options for each priority issue.

Part II. Priorities and Implementation Plan

Short-Term Priority 1: Boone Court Duplexes

Secure the structures immediately: Currently the rear of the buildings is not properly secured as the plywood has been pried off, giving full access for criminals. This must be secured immediately and NIS and police should monitor the status of such repairs.

Establish a Citizen Response Group: Consisting simply of a network of residents in the Hoover Road and Owen Street area who are interested in receiving updates on the status of the Boone Court property, this Response Group would alert its members via phone, email, or word of mouth to updates and information from the city. The leader of this Response Group will act as a liaison with a representative from the NIS department to stay notified of all progress with the property. Misinformation or a lack of information can cause residents to grow distrustful and false rumors can circulate. This group aims to keep communication open regarding court cases, court decisions, NIS activity, and other status updates. This group would consist jointly of Owen Street homeowners and Hoover Road residents, thus providing valuable interaction between the two groups.

Collect a petition expressing the desire for demolition: The Citizen Response Group could lead the effort to collect signatures from as many community members as possible to express the community's desire to have the buildings demolished. This petition can be submitted to NIS and presented before any future court hearings.

Demolish the structures: Following the 90-day stay granted by the court on April 14, 2009, NIS should proceed promptly with demolition of the site. \$22,500 in funding has already been appropriated within NIS to cover this expense.

Celebrate the demolition: Community members should celebrate the destruction of a stronghold of criminal activity and join together to reclaim their neighborhood. This can be a momentous event between Owen Street homeowners and Hoover Road residents. The Citizen Response Group can help the Department of Community Development and NIS plan the festivities.

Overview: This procedure can be quickly and cheaply implemented, with no additional costs except for the celebration festivities after demolition. Demolition is recognized as being important to the revitalization of this neighborhood. However, if demolition cannot be accomplished, the city and Citizen Response Group could discuss the option of seeking a local community development corporation (CDC) to redevelop the vacant housing units into affordable housing options.

Additional long-term considerations: Most neighborhoods within NECD currently have a high number of

abandoned buildings, and NIS has proceeded with a policy of piecemeal demolitions. A comprehensive strategy to guide the city's policy towards abandoned and vacant housing units would be valuable in planning a systematic approach to deal with such a widespread issue. Baltimore had been demolishing large numbers of vacant properties throughout the 1990s and then issued a moratorium on destruction practices after they realized a focused strategy was necessary not just to manage a more efficient use of funds but also to promote redevelopment efforts by using coordinated demolitions to help achieve broader goals (Cohen, 2001, p.422). Establishing a city policy with all stakeholders—residents, CDCs, and various city departments—would assure that abandoned housing units would be handled with proper forethought.

Image 7: Hoover Road Apartments



Short-Term Priority 2: Streetlights

Add more bulletproof shields on Boone Street: At a cost of \$1,243 per shield, the Public Works department should work with residents to determine streetlights of highest priority.

Appoint a Resident Light Manager: Within Hoover Road Apartments, there has been a lack of coordination between Duke Energy, DHA, and residents regarding reporting broken outdoor lights. As a way to involve residents while at the same time allowing residents to take ownership of their living place, DHA should appoint a volunteer resident who will survey the outdoor lights on the property twice a week, directly report outages to Duke Energy, and send periodic reports to Kelvin Macklin at DHA. This resident can earn community service hours while performing these duties.

Add lights and bulletproof shields to outdoor lighting at Hoover Road Apartments: At a very low per light fixture cost, DHA should invest in additional outdoor lighting fixtures at high priority areas within the apartment complex to address residents' concerns of low light conditions. Additionally, at a cost of just \$9.33 per month per shield, DHA should add bulletproof shielding to light fixtures at high priority areas within the apartment complex. Residents should determine these high priority areas for both lights and shields.

Below are costs for street and outdoor lights as reported by Duke Energy:

New Municipal Streetlights

- Bulletproof shield: \$1,243.73 per shield
- New streetlight with pole: \$9.48 per month total (includes light fixture, pole, overhead line, and electricity)

New Outdoor Lights for Hoover Road Apartments

- 150 watt Cobra streetlights: \$8-\$10 per month
- Bullet-proof shield for 150 watt Cobra streetlights: \$9.33 per month
- 9500 lumen floodlights: \$14.29 per month total (includes light fixture, pole, overhead line, and electricity)

- 27500 lumen floodlights: \$16.05 per month total (includes light fixture, pole, overhead line, and electricity)
- 50000 lumen floodlights: \$17.90 per month total (includes light fixture, pole, overhead line, and electricity)

Short-Term Priority 3: Police Presence

Reinstate the on-site officer program in the Hoover Road area: Residents liked that the police attended their gatherings in the past, and the residents were more comfortable contacting the police when they had a personal relationship. The HEAT patrols could still stay in place, but in order to adequately prevent and deter crime, instead of just reacting to it, residents feel a police officer needs to be stationed in the apartment complex. There is currently a vacant office room where the previous officer was stationed that could easily accommodate a new officer. The Reserve Officer program could match a volunteer or volunteers to fill this role.

Consider additional community policing measures: In an effort to increase police involvement in neighborhoods, the Metropolitan Police Authority in London, England, created a “Safer Neighborhoods” program in which teams of police officers were specifically assigned to neighborhoods throughout London. These teams, consisting of one sergeant, two constables, and three police community support officers, worked with local residents to identify priority issues specific to each neighborhood and solve these problems; these teams are permanent and work at the grass-roots level. To date, 630 teams with 4,100 officers are stationed in London neighborhoods and are dedicated to community policing. A similar, resident-centered approach should be considered specifically in the Hoover Road area.

Hire additional H.E.A.T. officers: The H.E.A.T. patrol is allotted twelve members, although right now the team only has nine, and these officers are to cover the entirety of Police District 1. The officers are spread throughout the area in the city with the highest crime; therefore, it will be harder for the teams to focus their attention on one neighborhood. In an area where residents are anxious about leaving their apartments at night and drug dealers and prostitutes wander the street, there should not be an understaffed police unit.

Increase communication between residents and police: Many residents on Owen Street are actively involved in PAC meetings, but involvement from Hoover Road residents should be increased. Even so, PAC meetings are often general and encompass many neighborhoods. The police need to better understand the unique concerns of the Hoover Road neighborhood so that they can formulate plans specific to this area. The Crime Awareness Committee as created by DHA and the Police Department is a step in the right direction, and regular meetings with residents should be established.

Short-Term Priority 4: Programs at Hoover Road

Coordinate workforce training with DHA Resident Services: Establishing relationships with key organizations such as Durham Technical College can bring back the GED and educational programs that once existed at Hoover Road apartments. For example, Durham's Economic Workforce Development Department and Durham Technical Community College completed a Brownfields Environmental Technical Job Training program with funding from the Environmental Protection Agency. This is the first year of the program and had 17 graduates from Northeast Central Durham (Durham Tech, 2009). Programs such as these can be used as starting points from which to create a better economic future for the residents of Hoover Road Apartments. Coordination is necessary between DHA Resident Services, the Hoover Road Residents' Association, and appropriate workforce and education training programs among the city government and nearby schools. The

proximity of Durham Technical Community College to Hoover Road begs for a future partnership.

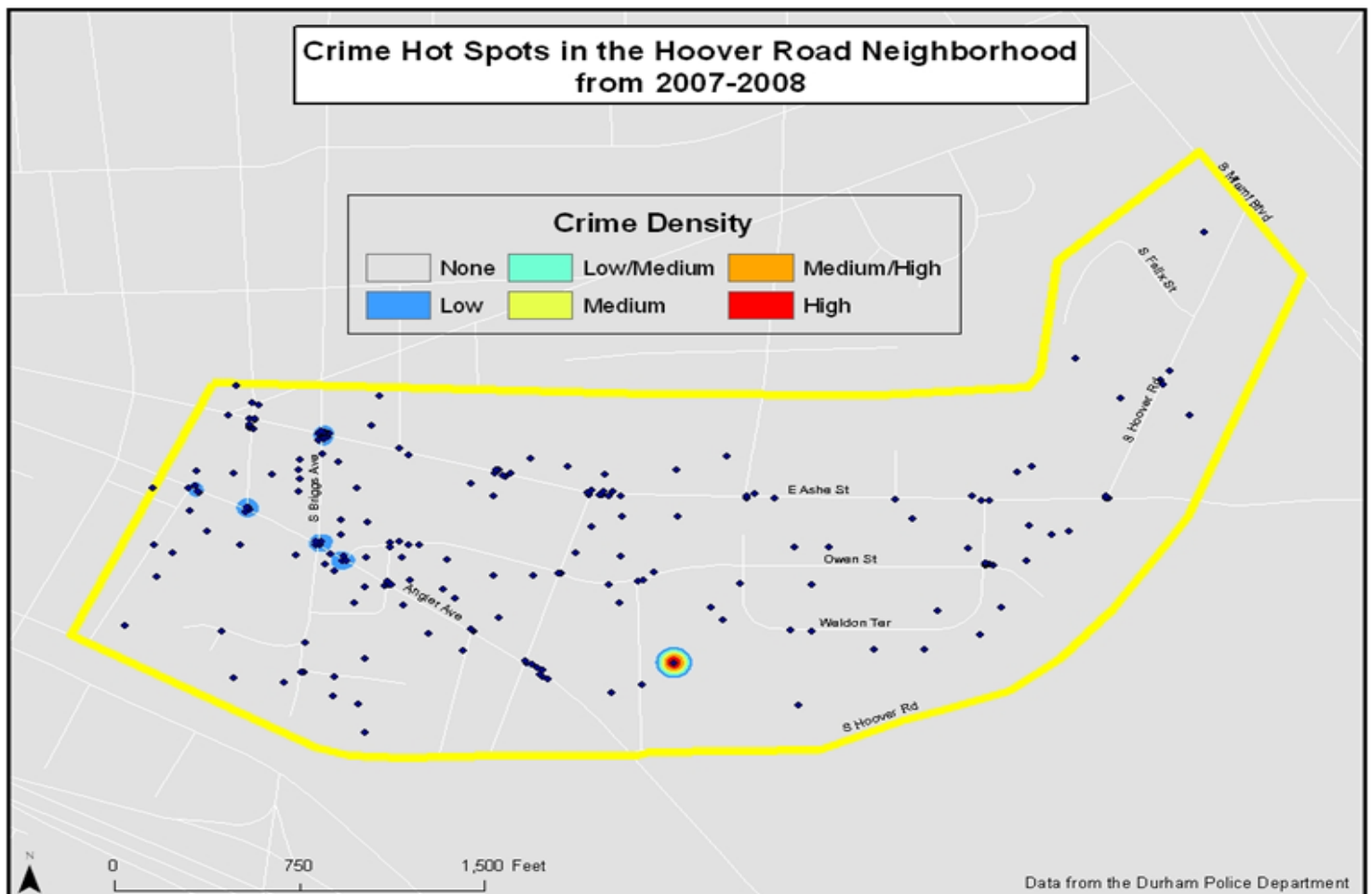
Long-Term Priority 1: Building Community within Hoover Road Apartments

“Building community” is essential for the growth and development of this neighborhood. The Owen Street residents and Hoover Road residents should have multiple meetings together and develop methods of communication. The long-term success of the neighborhood depends on these short-term community-building efforts.

Short-Term Action Steps

1. Conduct a meeting with Hoover Road Apartment residents and government officials to set timelines and priorities for apartments: The President of the Hoover Road Apartments Residents’ Association, Dee Mitchell, held the first residents’ meeting of 2009 on Wednesday, April 22. When the residents of Hoover Road rebuild their resident network, they will be able to more effectively communicate with and have their needs met by the government officials and city departments, and they will be better suited to coordinate dialogue with the Owen Street Neighborhood. It is important that the residents of Hoover Road Apartments show signs of cohesiveness before the Boone Court Apartments celebration, which could happen as early as July. Durham Housing Authority and the President of the Residents’ Association need to create and follow a succession plan to weather turnover of the President’s position.
2. Celebrate the demolition of Boone Court Apartments: The Hoover Road Residents’ Association should be in contact with key homeowners to decide how they should celebrate. The celebration that Earl Philips and

Figure 11: Crime Hot Spots in the Hoover Road Neighborhood from 2007-2008



the Department of Community Development plan should not be a stand-alone event. Rather, it should be a part of a larger effort to encourage dialogue between the residents and governmental departments and reclaim the drug and sex trade dens as their own. Residents should help to plan the event.

Long-Term Priority 2: Reduce volume of drug and sex trade

Consider the High Point intervention: High Point, NC has created a model that is now being replicated nationally to combat the sale of street drugs and by association, the sex trade. Rather than arrest the dealers constantly, the police invite dealers to the police department to face their community members who are angry about their actions but pledge to support them to find jobs and education. This model has seen the drug market in the West End Neighborhood of High Point dry up almost completely with violent and drug related crime dropping 40%-50%, with little to no displacement (Kennedy, 2009). Kennedy asserts that the intervention has been “fairly easy to maintain” because the responsibility to keep the drugs out the neighborhood is carried by community members. There are small financial costs involved with this program. According to their website, the City of High Point Police Department works with a full-time city employee from the Community Development and Housing Division to help clients access resources. Each client is eligible for up to \$300 of financial assistance, which has been used for rental down payments or books or tuition for school (City of High Point Police Department).

Focus on rehabilitating sex workers: If the Durham Police Department has not done so already, it would be beneficial to the city and residents of NECD if they focus on the rehabilitation of sex workers.

Make sure crime is eliminated, not displaced: To prevent displacement once the Boone Court Apartments are removed, the Durham Police Department should issue their recommendations and present their strategy to the residents prior to the Boone Court demolition. The respective Residents’ Associations need to keep the pressure on the police through their involvement in PAC 1 and in other ways to remove the drug and sex trade blight from their community.

Form a joint Neighborhood Watch: It is recommended that Hoover Road Apartments and Owen Street form a combined Neighborhood Watch, or at least keep each other informed, due to their close proximity and shared issues.

Long-Term Priority 3: Economic development

Enforce codes on auto repair shops: Several residents mentioned that some of the auto repair shops on Angier Avenue violate city code in the length of time vehicles are parked at the building. Some of those auto repair shops take on more the form of auto salvage yards and become an eyesore to the neighborhood, stunting the potential for new economic activity.

Perform the Streetscape Project at Angier-Driver: A concerted effort by the city and developers to reestablish Angier Avenue as a commercial district would serve to reverse the spread of blight and instead bring jobs to the area. An improvement at the Angier-Driver corridor would strengthen the commercial activity along Angier on both sides of Driver.

Promote industrial development: A large amount of land remains vacant in the industrial areas surrounding the Hoover Road area. If this land were developed to bring more jobs into the area, not only would the residents potentially benefit from job offerings but the increased activity would boost all commercial activity in the area.

Figure 12: Hoover Road Neighborhood Demographics

Demographic Information	Neighborhood 1990	Neighborhood 2000	% Change 1990-2000	Northeast Central Durham 2000	% of NECD	City of Durham 2000	% of Durham
Population	1,213	1,653	36.27%	24,848	100.00%	187,035	100.00%
Race/Ethnicity							
African-American	925	1,222	32.11%	18,035	72.58%	81,937	43.81%
Hispanic	8	224	2700.00%	4,279	17.22%	16,012	8.56%
Asian	1	0	-100.00%	47	0.19%	6,815	3.64%
White	278	243	-12.59%	3,694	14.87%	85,126	45.51%
American Indian/Native American	5	12	140.00%	107	0.43%	575	0.31%
Age							
0-19	411	585	42.34%	8,533	34.34%	49,742	26.60%
20 to 34	279	314	12.54%	6,865	27.63%	57,041	30.50%
35 to 54	307	433	41.04%	6,299	25.35%	51,125	27.33%
55 to 64	90	90	0.00%	1,330	5.35%	11,712	6.26%
Over 65	126	190	50.79%	728	2.93%	17,415	9.31%

Source: US Census Bureau, Census 1990 and 2000, SF1

Encourage higher density residential construction: If economic development is a goal across NECD, higher residential densities should be considered to give fledgling businesses a larger residential base. An ample amount of vacant land could be rezoned and redeveloped into higher density, mixed-income, even mixed-use development.

Cleveland-Holloway Plan

Prepared by Elina Bravve, Matthew Dudek, Monica Leap, Ashley Yingling.

Leadership Council Neighborhood Contact: Jarvis Martin

Part I: Contextual & Background Data

Geographic Boundaries

The current neighborhood boundaries were published in the Cleveland-Holloway Neighborhood Plan, prepared by the Cleveland-Holloway Neighborhood Association in 2007 and 2008. During that time, the neighborhood held meetings to discuss problems and priorities. Boundaries include Canal Street to the north of the neighborhood and Liberty Street to the south. In addition, Mangum Street marks the western boundary and railroad tracks mark the east.

Within Cleveland Holloway, much of the land is zoned single family residential. There is some land zoned for commercial on the edge of the neighborhood, primarily along Mangum, Elizabeth and Holloway Street. Finally, adjacent to the railroad, there is land zoned for light industry. **Figure 13** demonstrates the zoning in the neighborhood. Vacant and abandoned lots are a persistent problem within the neighborhood, offering unprotected space for criminal activity as well as dragging on the value of adjacent properties.

Part II. Priorities and Implementation Plan

Residents of Cleveland-Holloway have a myriad of concerns tied to personal safety and crime in the community. Current drug dealing and prostitution activity reduces the quality of life for existing residents, creates an undesirable environment for raising a family, and presents a major obstacle for the neighborhood to meet many of its secondary and long-term goals. While crime is definitely a concrete issue in the neighborhood, it is the inflated perception of crime that contributes most significantly to the continued disinvestment in the neighborhood. Individuals employed by the city and real estate agents, who show Cleveland-Holloway to people outside the neighborhood, report uneasiness due to perceptions of crime.

As a result, the following is the major objective of this implementation plan:

- *Reducing crime and the perception of crime in and near neighborhood*

To achieve this, goals with

Figure 13: Cleveland-Holloway Zoning Classifications

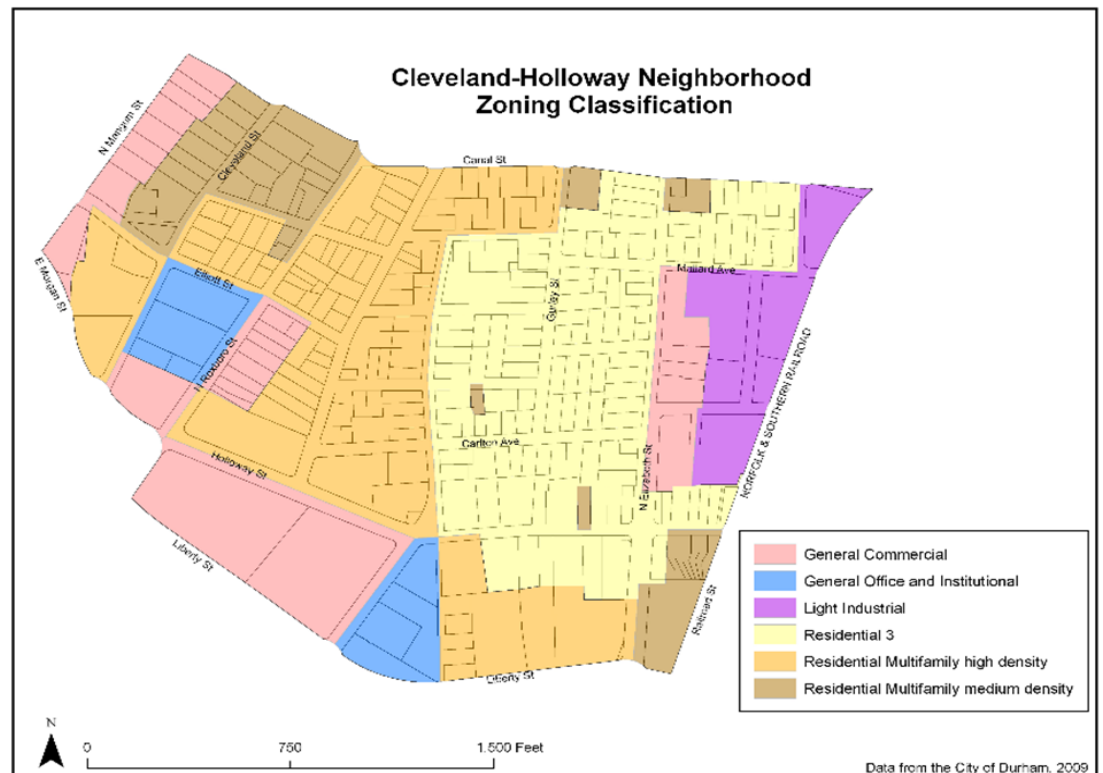


Figure 14: Cleveland-Holloway Demographics

Demographic Information	Cleveland-Holloway 1990	Cleveland-Holloway 2000	% Change 1990-2000	Northeast Central Durham 2000	% of NECD	City of Durham 2000	% of Durham
Population	1712	2101	22.72%	24848	100.00%	187035	100.00%
Race/Ethnicity							
African-American	1502	1429	-4.86%	18035	72.58%	81937	43.81%
Hispanic	9	531	5800.00%	4279	17.22%	16012	8.56%
Asian	-	1	-	47	0.19%	6815	3.64%
White	184	115	-37.50%	3694	14.87%	85126	45.51%
American Indian/Native American	17	10	-41.18%	107	0.43%	575	0.31%
Age							
0-19	492	666	35.37%	8533	34.34%	49742	26.60%
20 to 34	392	593	51.28%	6865	27.63%	57041	30.50%
35 to 54	399	490	22.81%	6299	25.35%	51125	27.33%
55 to 64	144	144	0.00%	1330	5.35%	11712	6.26%
Over 65	285	208	-27.02%	728	2.93%	17415	9.31%

Source: US Census Bureau, Census 1990 and 2000, SF1

short and long term action steps are presented and explained in the subsequent implementation section. The intention is that these would lead to a reduction in crime and, consequently, increased homeownership rates in the neighborhood and other benefits for residents and the larger community. They range from physical improvements to the built environment to programs for strengthening the social and personal capital in the neighborhood. This priority issue and its action items were determined from in-depth communication and involvement with the neighborhood through group meetings and individual meetings.

Short-Term Priority 1: Trash and Brush Clearance

Goal: Reduce excessive brush that can hide criminal activity. Ensure the upkeep of public spaces and vacant lots to promote pedestrian safety and the physical appearance of the neighborhood.

Current Conditions: Cleveland-Holloway has a significant problem with overgrown and untended lots. Illegal dumping is a persistent concern of neighborhood residents. Some of the dumped materials such as motor oil containers, automotive parts, televisions, and other appliances are hazardous to the soil, and the trash is unsightly.

Benchmarks and Indicators: The neighborhood can estimate the percentage of lots which are problematic in terms of litter in the neighborhood. This can be an indicator, measured over time on an annual basis, of clean up efforts.

Cost and Funding: This is currently the responsibility of NIS and DPW and as such, it should be budgeted for. The neighborhood has made a commitment to help with clean-ups and clear some vegetation from sidewalks where special equipment is not necessary.

Action Steps:

1. Neighborhood needs to identify problem areas to be addressed. This can be accomplished through COMNET walkthroughs in cooperation with the city manager's office and through resident involvement at public meetings.

2. After COMNET walkthrough, prioritize problems and split responsibility between city departments and neighborhood volunteers.
3. Identify vacant “problem” lots in neighborhood, and use database to identify owners.
4. Work with NIS Department to reach out to non-local property owners and explore possible injunctive actions. The neighborhood has expressed a strong desire to avoid placing liens on houses, but vacant lots being used as dumps could have liens placed on the properties, or more
5. Organize periodic clean-ups to address identified problems, and maintain neighborhood appearance.

Short-Term Priority 2: Build Neighborhood Identity

Goal: Establish Cleveland-Holloway as an appealing neighborhood for existing and future residents.

Current Conditions: Cleveland-Holloway currently has a core group of active residents who have purchased and renovated homes in the community. They maintain a neighborhood listserv and a blog, have regular meetings, and conduct annual house/garden tours. However, wider resident involvement, specifically, the Latino and the renter communities, needs to be further integrated into the neighborhood organization.

Benchmarks and Indicators:

- Number of residents attending meetings
- Number of residents participating in neighborhood/community events
- Number of visitors during the annual home-tour

Figure 15: Cleveland Holloway Vacant Parcels

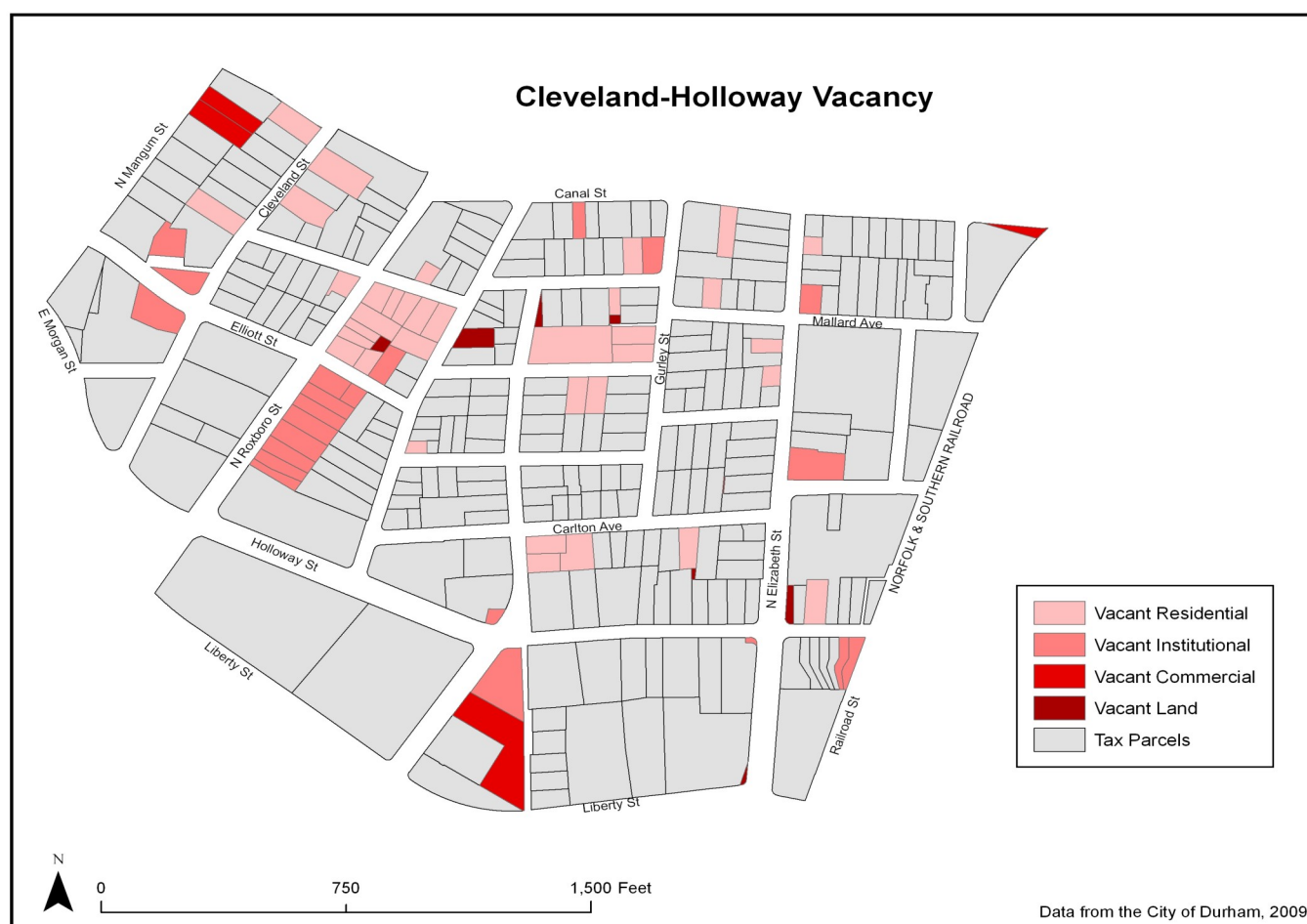


Figure 16: Cleveland Holloway Matrix of Priority Issues

Goals		Indicators			
1	A safer neighborhood	Eliminate drug dealers/prostitutes/thefts, more police presence, fewer vacant homes, increased owner occupancy			
2	Better city services	Clean creek, trash pick up, bright street lights, police presence			
3	Improved physical appearance and neighborhood identity	Historic neighborhood signs, entry way, park, utilized vacant lots, clean creek, brush cleared, strong neighborhood association			
Short-Term					
Cost	Action Item	Want/ Need	Purpose	Goals Targeted	Strategic Partners
Low	Historic signage at entryway	Want	Affirms neighborhood presence/pride and makes them visible	3	CD dept, hist. pres., Pres NC
Low	Historic signage over street signs	Want	Affirms neighborhood presence/pride and makes them visible	3	CD dept, hist. pres., Pres NC
Low	Brush cleared	Need	Improve neighborhood appearance, less cover for street crimes	1, 2 , 3	NIS
Low	Regular trash pick-up	Need	Improve quality of life, better health and environmental quality	1, 2 , 3	Solid Waste Management, Neighborhood Environmental Action Team (NEAT)
Low	Improved Street lighting	Need	Improve perceptions of safety and neighborhood appearance	2, 3	Public Works, Transportation Division; Homeowner's Association (identify need and petition)
Low	Build neighborhood identity with blog, tour of homes, and other ways to promote neighborhood	Want	Affirms neighborhood presence/pride and makes them visible to the outside community	3	CD dept, Downtown Durham, Preservation, Planning (Golden Leaf nominations)
Long-Term					
Cost	Action Item	Want/ Need	Purpose	Goals Targeted	Actors
Low	More trees planted	Want	Improve neighborhood appearance and quality of life	3	General Services, Urban Forestry Division
Low	Install speed calming measures	Want	Increase safety for pedestrians and bicyclists, decrease cut-through car trips	1, 2 , 3	Public Works, Transportation Division; Homeowner's Association (identify need and petition)
Low	Clean Ellerbee Creek	Need	Improve environmental and health quality (e.g. reduce mosquitoes) and neighborhood appearance	1, 2 , 3	Storm water Services, NEAT, Ellerbee Creek Watershed Association
Low	Increase landlord accountability	Need	Encourage more responsibility among tenants, increases eyes on the street, and promotes better home maintenance	1, 2 , 3	Building Inspection, NIS
Low	Greater police presence	Need	Reduce crime, improve safety perceptions	1, 2	Police Dept., Neighborhood Watch
Low	Resident/visitor parking permits	Want	Reduce crime, allows residents authority to remove dubious characters/activities	1, 2	General Services, Parking
Low	Urban garden/Chicken coop	Want	Community Building, appearance, Quality of Life, less vacant lots	1, 2, 3	Parks & Rec, Seeds
~	Promote homeownership	Need	Increase neighborhood stability, neighborhood cohesion, home improvements	1, 2, 3	CD Dept, Durham Community Land Trust
High	Retrofit storm drain pipes to meet code	Need	Prevent property damage through flooding, improve health and sanitation	1, 2, 3	Public Works, Storm Water Services Division
High	Roxboro Entryway/dog park	Want	Improve neighborhood character and quality of life	1, 2, 3	Parks & Rec
High	Sidewalks fixed/maintained	Need	Improve health and safety, conforms to ADA requirements (especially for elderly)	2, 3	Public Works, NIS

- Attractive signage at the Cleveland-Holloway Neighborhood entrance points

Cost and Funding: Currently the neighborhood has used ticket sales and donations at the historic home tour to raise money for neighborhood activities. Signage will cost approximately \$500 per sign. Residents can make contributions through volunteer time. The city could also provide grants and funds for the neighborhood to host these events. The cost for these programs would be flexible based on the amount of money available.

Figure 17. Housing Statistics in Cleveland-Holloway

Housing	Cleveland-Holloway 1990	Cleveland-Holloway 2000	% Change 1990-2000
Total Households	782	722	-7.67%
Household Size	3.16	2.82	-10.76%
Single Headed Householder	616	508	-17.53%
Non-family Households	61	83	36.07%
Housing Units	873	810	-7.22%
Occupancy Status			
Occupied	782	722	-7.67%
Vacant	91	88	-3.30%
Tenure Status			
Owner Occupied	57	50	-12.28%
Renter Occupied	502	642	27.89%

Source: US Census Bureau, Census 1990 and 2000, SF1

Action Steps:

The neighborhood association should:

1. Organize more informal neighborhood events focused on particular demographic groups (such as sports teams, events for kids, or family oriented barbecues).
2. Work with the Department of Community Development to obtain funding for new signage in the neighborhood and other mini-grant programs for neighborhood events.
3. Establish a repository of information regarding home purchase assistance programs and homes for sale.
4. Collaborate with Preservation North Carolina and Preservation Durham to save historic homes and get them listed as homes available for preservation and included on preservation home tours.
5. Work with bicycle organizations and associations or other partners in the community to organize specialized bike tours through the community.
6. Work with Department of Community Development to explore how community development programs might help resident renters become home-owners.

Short-Term Priority 3: Improved Street Lighting

Goal: Ensure that streets are well lit and pedestrians feel safe walking in the neighborhood at night.

Current Conditions: While there are no currently broken lights in the neighborhood, there are areas that do not have sufficient lighting. These poorly lit blocks offer a cover of darkness that attracts drug activity and other crimes. In order to discourage such activity, proper street lighting should be promptly provided.

Benchmarks and Indicators: Neighbors can identify poorly lit areas. A goal can be established in terms of the number of lights replaced/repared over the course of the year. Another goal can be to measure the number of broken lights reported. Over time, fewer street lights will be damaged.

Cost and Funding: Replacing existing streetlights is the responsibility of Duke Energy, and adding new street lights costs approximately \$1,000 each.

Action Steps:

1. Neighborhood and city need to Identify poorly lit locations.
2. Residents must organize and sign a petition. Form located at http://www.durhamnc.gov/forms/works_trans_midblock_light.pdf; 51% of residents on the street needs to sign on to request.

Long-Term Priority 1: Maintain a mixed-income community with affordable housing while promoting homeownership among current renting residents before other residents

Goal: A stable neighborhood composed of a balanced mix of homeowners and renters of mixed-income levels.

Current Conditions: The vacant properties in the neighborhood are often cited by residents as one of the main attractors of crime and delinquency to the neighborhood. The poor physical and structural condition of some vacant or rental properties continues to encourage disinvestment in the neighborhood. The fact that there is a historic housing stock that can be rehabilitated and reused is an assets to achieving this goal.

Benchmarks and Indicators: Number of vacant and rental units drop, homeownership rates rise, crime rates drop, frequency of landlord negligence drops, ensure all rental units meet code requirements.

Cost and Funding: Costs for these types of programs are high, however, there are various grants and programs available through Department of Community Development, Durham Affordable Housing Coalition, and Preservation Durham. The actual program to educate prospective residents would not be expensive, as it could be a coalition of volunteer residents and paid staff from the previously mentioned departments.

Action Steps:

1. Establish and maintain cooperation with City of Durham NIS, Department of Public Services and other responsible parties to achieve this goal with minimal demolition of existing homes. Demolition should not be an option unless extenuating circumstances prohibit rehabilitation.
2. Educate rental residents about available opportunities to become homeowners through homeownership and financial literacy courses.
3. Increase education and marketing of capacity building programs and other opportunities to the neighborhood, with focuses on work force development, job training, skill-building, and mentoring, as well as program availability to minimize obstacles to stabilize employment. Examples include, but are not limited to, drug dependency alleviation, school mentoring for students, and child care opportunities. Increasing current residents' access to choice may make them more likely to become homeowners rather than renters in the neighborhood.
4. Provide complete information to all interested members of the community regarding programs to minimize the cost of purchasing a house in the neighborhood. This could take the form of a marketing campaign, first targeting current neighborhood renters.
5. Provide personal assistance to interested members of the community to aid them throughout the home buying process. Interested homebuyers should have dependable and easy access to assistance from the point when they are interested in purchasing a home to the point when they have signed a contract for a home. This support group could be composed of new residents who have recently purchased a home, members of the Durham Affordable Housing Coalition, and any other city organization with educated staff on becoming a first time home buyer. TROSA could also work with the neighborhood to educate graduates of their program on how to purchase a home.

Long-Term Priority 2: Improve the overall appearance and maintenance of neighborhood

Goal: A neighborhood with clean, attractive, sanitary, well-utilized and well-maintained public/private land.

Current Conditions: The neighborhood currently needs several infrastructure improvements that are long overdue and necessary. There is interest in acquiring and adapting certain vacant lots. The status of the neighborhood as a Historic District is beneficial and should be duly utilized. Emphasis of this status in future housing rehabilitations would greatly reinforce the overall curbside appeal and charm of the neighborhood. Improved overall appearance and maintained public utilities in the neighborhood would attract homeowners while reducing the crime levels in the area.

Benchmarks and Indicators: A physical reduction in the inventory of needs and problem areas within the neighborhood, an increase in the number of completed neighborhood improvement projects and investments each year.

Cost and Funding:

- Contact Storm Water Services in the Department of Public Works to find costs for updating the storm drains and infrastructure.
- Many of the physical maintenance and repair needs in the neighborhood fall under the responsibilities of NIS, Department of Community Development, and the Department of Public Works.
- NIS is responsible for maintaining the appearance of the vacant properties, as well as rental properties that are substandard.

Action Steps:

1. Designate a neighborhood resident whose duties are to be the liaison to the city and head this action group. This person would be responsible for following up with both residents and city departments about progress and future needs.
2. Identify and inventory problem areas with both images and descriptions during the summer of 2009. This can be done with both city staff and volunteers from the neighborhood.
3. Have neighborhood residents prioritize the inventory list.
4. Use allotted funds to maintain and upgrade top priorities on the list.
5. Residents should report information about a vacant house using the online form found at <http://www.ci.durham.nc.us/departments/nis/>
6. Residents can apply for Preservation Durham's Historic Plaque for renovated homes. Increase awareness of history within the neighborhood. See <http://www.preservationdurham.org/plaques/plaque.html>
7. Follow-up and check progress of initiatives and projects on a bi-annual or annual basis.

Long-Term Priority 3: Improve Public Safety

Goal: Creating a safe and crime-free neighborhood for a diverse population of all ages, incomes, and ethnicities.

Current Conditions: Although it appears that the Durham Police Department's Operation Bull's Eye has reduced the frequency of violent crime in the area, drug use, prostitution, and property crime continue. Cleveland-Holloway already has an active neighborhood watch program in which crimes are reported and monitored by residents. However, a stronger presence of the Durham Police Department is desired and required to effectively prevent and reduce crime. There is also excess speeding through the neighborhood by cars passing through and a noticeable number of outside vehicles entering and parking in the neighborhood to deal or purchase drugs. Slowing speeds will greatly improve neighborhood safety.

Benchmarks and Indicators: A reduction in the frequency of drug-dealing, prostitution, and property damage would be a clear indication of improved safety. Furthermore, a resident safety survey could be administered before any action and further down the line. A reduction in the frequency of reported incidents may not be a good measure because of the unpredictable rate at which crimes are seen and reported. Air tubes could be laid to monitor any changes to frequency or extent of speeding on roads.

Cost and Funding: The average annual salary for a Durham Police officer is \$45,000 plus benefits; an extra officer would allow for increased patrols and would reduce the amount of overtime pay Durham spends on police officers currently. According to a Durham-issued RFP for speed bumps from February 25th, 2009, the per unit cost of ranges from \$65 to \$79. If there were more traffic and on-street parking other strategies might be successful, but in Cleveland-Holloway speed bumps are likely the most effective means of traffic calming in the neighborhood.

Timeline of Actions:

1. Reassign the Cleveland-Holloway neighborhood as PAC 5 rather than PAC 1, due to the significantly closer proximity to the PAC 5 office. The closer range would make for much more effective monitoring.
2. Increase surveillance of the area with police in cruisers, on bikes, or on foot.
3. With neighborhood input, determine hot spots to be targeted by police.
4. With neighborhood input, determine street corridors to prioritize for traffic calming measures.
5. Work with Durham Department of Public Works and the Transportation Division to assess the need and appropriateness of possible vertical treatments (i.e. chicanes, curb extensions, or roundabouts) to reduce speeding while improving the aesthetic quality of the streets. Considering the higher cost of increased police monitoring, specifically for traffic – it will be a more cost effective and longer term solution to reduce speeds with physical traffic calming measures.
6. Mandate and enforce resident parking permits for the neighborhood streets to discourage outside vehicles from parking in the area. Fines should be strictly enforced.
7. With neighborhood input, identify needs and monitor results.

Wellons Village Neighborhood Plan

Prepared by: Lindsey Davis, Timothy Schwantes, Jessica Hill
Leadership Council Neighborhood Contact: Donald Yarboro

Part I: Contextual & Background Data

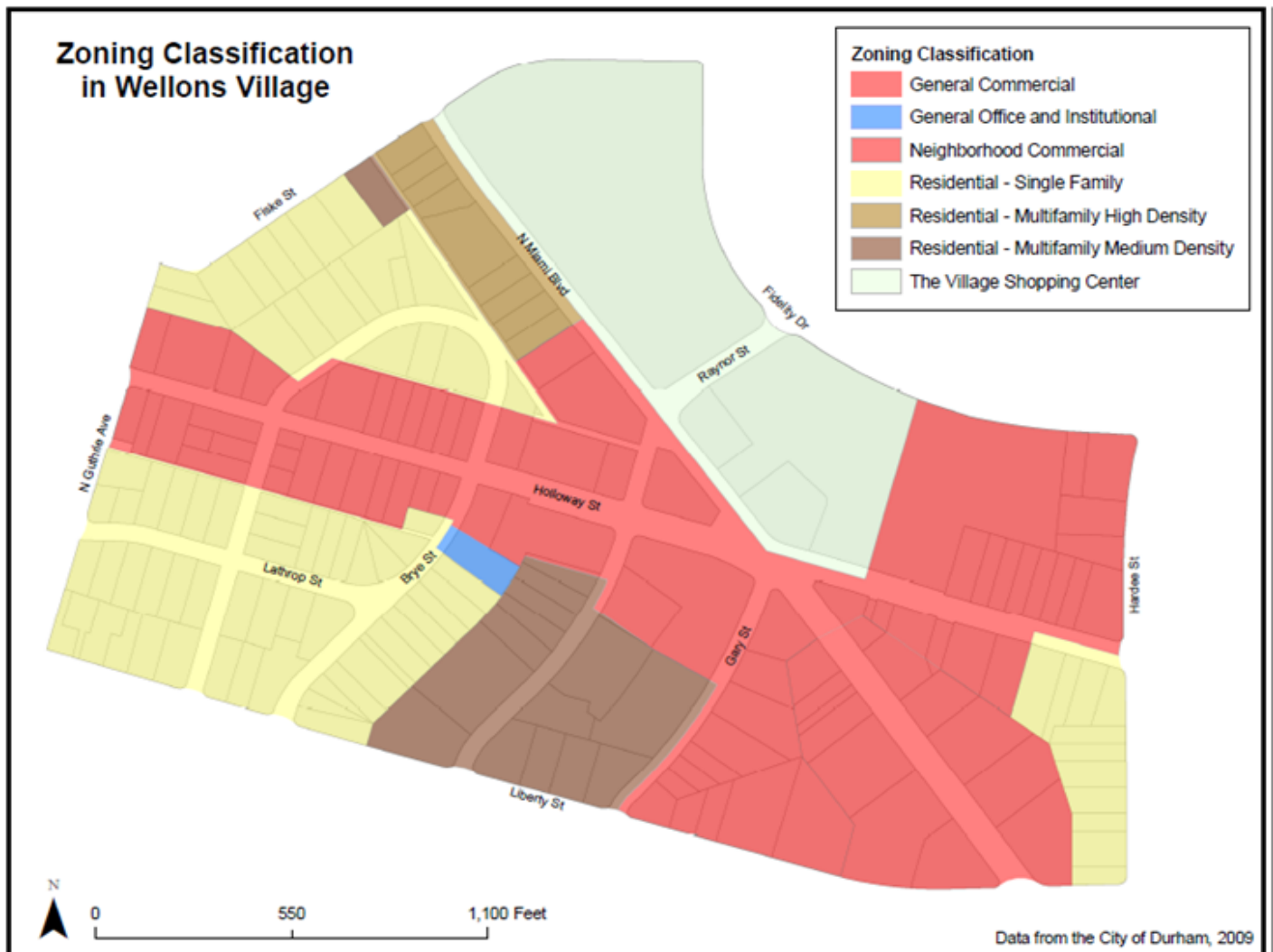
Geographic Boundaries and Surrounding Commercial Area

The Village Shopping Center sits directly adjacent to a residential neighborhood, with Fidelity Drive providing a physical divide between the Shopping Center and neighborhood. North Hardee Street is the boundary for the business area on the West Side, with a bowling alley, also a neighborhood asset, lying outside this boundary. The major thoroughfares in the area are North Miami Boulevard and Holloway Street, which intersect roughly in the center of the business area. Liberty Street is the southern boundary of the business area, and the eastern point is at the intersection of North Miami Boulevard at the cemetery. A buffer area between Holloway Street and Gary Street and Holloway Street and North Miami Boulevard are the western boundaries of the business area. At the north, Wesley Street and Fiske Street are the limits of the shopping center. The boundary for the business district area was chosen based on zoning, existing land use, physical boundaries, and by recommendations of area business owners, who indicated where they felt the area's limits were and what physical boundaries of the business area were already established.



Image 8: Wellons Village Shopping Center

Figure 18: Zoning Classification in Wellons Village Commercial District



The identified challenges among business owners include fragmentation, disorganization, and lack of communication within and between the NECD business districts and to the greater city. From public meetings and conversations with key business owners it became apparent that there is a lack of communication between area businesses, low or sporadic employment among neighborhood residents, and a nonexistent process or place for information to be received and disseminated among area businesses or inquiring residents. From conversations with businesses owners and public meetings it was realized that a formalized business bureau or organization should be created.

A formalized business organization would keep business owners abreast of criminal activity in the center and foster a greater bond and protectionism among them that would reach out to patrons of one another's shops. It would also provide opportunities for other shared resources like City grant and loans for improvements and development. The creation of a business bureau would formalize a unified voice with the power to raise concerns to the Chamber and the City of Durham, thereby ensuring that NECD business owners would be recognized and heard. Forming a business bureau to serve and direct community members and business owners would bring together existing businesses and aspiring entrepreneurs. Through open access and community integration this service can achieve the goals of economic prosperity and enhanced social capital to create a sustainable business community that is economically prosperous and can attract and retain businesses that cater to a diverse clientele.

Long-Term Priority 1: Establish a Business and Employment Resource Center

Goal: Establish a business and employment resource center to provide assistance and opportunities for area residents and entrepreneurs.

The long term priorities focus on the creation of a formalized business bureau and establishment of a business and employment resource center to continue to build and foster business opportunities in NECD and provide useful resources to residents and business owners. A barrier to implementing such a strategy includes the need for a solid leadership team among the business owners who are motivated and are champions for their area. Additionally, according to the business owners, there is often not much time away from

Figure 19: Economic Status of Wellons Village Neighborhood Residents

Economic Status	Wellons Village 1990	Wellons Village 2000	% Change 1990-2000	Northeast Central Durham	City of Durham
Employed (of the population over 16)	1,137	1,280	12.58%	5,706	100,438
Median household income	\$21,836	\$24,726	13.24%	\$20,004	\$41,160
Families below poverty level	599	981	63.77%	1,059	5,010
Individuals below poverty level	2,343	2,806	19.76%	14,698	26,605
Percent high school graduate or higher	67.00%	58.00%	-13.43%	56.40%	85.00%
Percent bachelor's degree or higher	9.00%	9.00%	0.00%	12.30%	43.00%

Source: US Census Bureau, Census 1990 and 2000, SF3

their jobs that they have opportunities to attend and plan for such meetings, especially if the times and locations are not conducive to the owners' schedules.

Establishing a business and employment resource center for NECD businesses and area residents would provide a local centralized office that would serve as a place to exchange resources and information and provide meeting space for the business bureau. Such a hub aims to accommodate local businesses without access to technologies (computer, internet, etc.) or other resources. Communication between business owners and residents could assist all involved parties in pooling their resources, helping to create success and stability for NECD, and attracting businesses and investment to the area. This resource center is based on the assumption that owners would utilize a centralized space and that a funding source could be found.

Long-Term Priority 2: Establish a NECD Business Bureau

Goal: Building a group of business owners who achieve success through influence and presence in economic decision making for NECD. A self-governed and self-sustained organization where individual business interests and community interests converge.

Action Steps: There are three strategies to create a business bureau. Each strategy varies in time and cost, therefore leading to varied results. The three strategies that will be discussed are an electronic business bureau, a series of delegation meetings, and a community building located within the area it serves. Although the various business bureau implementation plans work to achieve the same goal, variations in time and money result in the emphasis of different priorities. Only a truly integrated business bureau can achieve connectivity and sustainable economic growth.

1. The most simple and short-term solution is an electronic database of existing businesses and opportunities, which would enhance information sharing. This solution is low-cost, consisting only of maintaining a website and staff member to collect and update information as necessary. While this would provide a comprehensive listing of area businesses and potential involvement opportunities, engagement of the public and business owners would be limited. Ease of information availability would make this an enticing option for the Department of Community Development, yet viability may not be practical for the Village area, as residents have low internet usage rates. Furthermore, this approach focuses on the dispersal of information from the Department of Community Development to the public, rather than directly encouraging economic prosperity and the sharing of ideas between business owners.

2. A second option, more demanding of time and money, but still not fully community-integrated, is forming an official delegation of business owners and Department of Community Development staff. Through discussion and preliminary meetings, this delegation would be formed by any business owners who show strong interest in topics related to economic development and local business growth for the benefit of all members involved. The sense of achievement and benefits gained from a relationship with a city department would encourage participation. Such collaboration would work to bring business owners face-to-face and lead them through strategic planning. This option brings stakeholders together by providing a forum where they can share ideas. An official delegation would also allow access to professionals who can provide technical assistance and support to develop strategic plans and individual consultations. Skilled staff would engage the business owners and focus on the group's needs while encouraging them to work together and aid one another to create a prosperous community.

Since many employees in the Village area are also residents, personnel turnover would not be a large concern. Dedicated store owners could influence surrounding stores to become part of the collaboration. This

approach would also increase homeownership among the residents, allowing the Department of Community Development to see who they are working with and guide them in the process of governance. While this method is promising in many aspects, it lacks sustainability and ownership within the community. The “public meeting” format may also be frustrating to residents and business owners, who are traditionally skeptical of working with outsiders, therefore making buy-in potentially difficult. This is a longer-term process, satisfying the desire for government involvement, but belaboring the finality or observation of results. Sporadic meetings seldom draw a constant crowd as business owners are already committed during the daytime hours and presumably have other commitments during their non-work hours. Stakeholders may be further discouraged by the existence of several other community organizations which conduct evening meetings, spreading their participation thin. A long-term goal for this type of ‘business bureau’ would be to facilitate a continuous connection among area business owners so that they may take ownership of the process; however, lack of community direction and the risk of sporadic presence by participants leaves this option as lower cost, high risk, and makes seeing immediate results unlikely.

3. A comprehensive approach to creating a business bureau for the Village is using an abandoned space to create a permanent hub of information and connectivity. The physical presence of this type of community aid is a service that is currently needed and wanted. A permanent presence in the community will build trust between business owners and the Department of Community Development, as the service will be continuous rather than a temporary interest in the community. A physical space will also serve as a concrete ‘safe’ place to do business, access information, and have meetings. The focus on serving the client and customer will instill a sense of pride in the business owners. Currently, space exists for this type of approach; making it more cost effective than setting up a new office and investing in new staff. Regardless of challenges, opportunities exist to use the new space to facilitate employment opportunities for current residents or individuals looking for work. Providing them the opportunity to take part in the construction of this project builds immediate ownership and reciprocity for the community.

From a leadership aspect, this approach will strategically place key stakeholders and Department of Community Development employees directly in the Village, giving them a first-hand account of needs and challenges, and allowing them to shift from the question of, ‘who governs’ to, ‘for what?’. This small change will emphasize the need for individuals in leadership positions to be in tune with the goals of the community. This approach will also build social capital, defined as interactions inspiring trust and reciprocity among citizens. Serving as a vehicle for both economic development and social engagement, the creation of this type of business bureau is a longer-term implementation tactic, but would have more rapid results, instantaneously providing a physical and social space where people can connect, find help, and thus lead to a spark in community growth.

Benchmarks: The success of this project could be evaluated on the number of new businesses formed in the area, the turnover level of existing businesses, and the overall economic prosperity and growth. If successful, a business bureau would result in a renewed interest in the Village shopping center and patronage by both internal and external residents.

Though there is not yet a clear end goal, there are further indicators and measures of success. A business bureau must provide continuity and remain up to date as the community shifts and grows. Despite the constantly evolving process of this project there are several indicators of success including the transfer of ownership, economic growth, and rise in neighborhood interest. These three indicators of success are also measures of evaluating the needs.

Proposed Funding Sources: The initial implementation costs for a Business Bureau would be low, but could require a high amount of time and effort on the part of Department of Community Development staff to

reach out and help organize the Village Commercial area. Once businesses in the area begin organizing themselves and leaders emerge, Community Development staff time will be reduced. The City's Office of Economic and Workforce Development and Department of Community Development could provide economic support, but a substantial source of funding will come from the area businesses. A large source of funding would still need to come through the city, but employing volunteers, having a space donated, or working with a non-profit community development organization or local economic development organization could cut costs and acquire grants or restricted funding. The Department of Community Development should explore the possibility of public-private partnerships in the hopes of finding a 'do-good' investor or a non-profit which supports business creation and incubation.

Proposed Timeline: Organizing the Wellons Village commercial area businesses has already begun, but it needs encouragement and support. Depending on the strategy the Department of Community Development chooses to adopt, the potential business bureau could be created in as little time as a few months. If the Department chooses to create a web-based database, inventory and compilation of information would take merely several months. If the city is able to get more in depth with the project and necessary funding, the project would take upwards of two years to establish a physical space for a business bureau, recruit volunteers and part-time workers, and maintain a network between business owners. It is important to note that work on this project will always continue to evolve. As new businesses enter the Village area and new owners become a part of the Bureau, the needs of residents will always be changing. The timeline should focus only on setting up a strong foundation on which the project can grow and change in the hands of the business owners.

Key Actions: As discussed, a business bureau can take several different forms when integrated into the community, but not all forms will have ultimate success. The barriers to communication and economic growth lie in the absence of a forum where opinions can be voiced and visions can be unified.

- ✦ The initial step is to continue to support NECD business owners in their efforts to organize and form solid relations within their area as well as the greater NECD community and the City of Durham. Garnering interest and organizing the business community is an ongoing endeavor, but it is a key to the success of a sustainable formal business organization.
- ✦ A key priority to the creation and success of a formal business community organization is the development and agreement of a unified vision and the main priorities of the community.
- ✦ Another important step, which the city should assist with or other organizations, is the creation of business and educational resource programs for business owners and residents of NECD. These programs should offer assistance, outreach, and training for the community.
- ✦ The formation of NECD businesses into a unified Business Bureau should take place once sufficient interest and key leaders have emerged from the business community. Establishing such an organization lends formality and subsistence for the interests of business owners and would provide more leverage for the community's priorities and needs.
- ✦ A final step to creating a sustainable community is a Business and Employment Resource Center located in NECD with the goal of providing training, assistance, and resources to residents looking for employment or needing/wanting training for employment as well as a resource for existing and potential business owners and entrepreneurs.

The Department of Community Development should focus on sustainable long-term solutions rather than short-term or temporary answers. Investment must be made in this area to aid the community as well as the business-owners. Spending a longer time preparing for implementation is worthwhile when results will be greater for all of the stakeholders.

Goals						
1	Support existing businesses in achieving maximum retail success					
2	Encourage the growth and stable economy of new retail stores and services that are in agreement with the NECD Community Development Mission Statement					
3	Improve the perception of the community's Commercial Areas through physical improvements and maintenance					
	Short-Term		Want/Need	Purpose	Goals Targeted	Actors
Cost	Action Item		Want/Need	Purpose	Goals Targeted	Actors
Low	Improve communication between area business		Need	Business owners expressed the lack of communication between other business owners as a limitation for changing the community	1,2,3	Business Owners/Managers, OEWD, CD
Low	Encourage Leadership from existing business owners		Need	Community/Business leaders are key to the initial and ongoing success of any project for NECD businesses	1,2	Business Owners/Managers, OEWD, CD, EO/EA
Low	Create a Vision		Need	Develop a vision and mission for each business district as well as NECD in order to understand the direction and goals	1,2	Business Owners/Managers, Neighborhood residents
High	Establish a Business Education and Resources Program		Want	Raising awareness and educating area business owners to help grow their business	1,2	Business Owners/Managers, OEWD, EO/EA
Low	Encourage property owners to clean and maintain the structures and grounds of their place of business		Want	Improving the physical appearance can change the perception of the community and shopping centers	3	Business Owners/Managers, Landowners
	Long-Term					
Cost	Action Item		Want/Need	Purpose	Goals Targeted	Actors
High	Establish a NECD Business Bureau		Want	Building a group of business owners who achieve success through influence and presence in economic decision making for NECD. An organization where business and community interests converge	1,2	Business Owners/Managers, OEWD
High	Establish a Business and Employment Resource Center		Want	Would provide assistance to existing businesses, prospective businesses and neighborhood residents and entrepreneurs	2	OEWD, EO/EA
OEWD-Office of Economic and Workforce Development						
EO/EA-Department of Equal Opportunity/Equity Assurance						
CD-Department of Community Development						

East Durham Neighborhood Plan

Prepared by: Augustus Anderson, Megan Cogburn, Nick Scheuer, Ryan Winterberg-Lipp

Leadership Council Neighborhood Contact: Kim Sage

Part I: Contextual & Background Data

Geographic Boundaries of Neighborhood

The East Durham Historic District is located within the larger East Durham neighborhood in the southeast section of the city, one and one quarter mile from the urban center. According to the National Historic Register, the official Historic District is roughly rectangular in shape, bounded by the Southern Railway tracks to the south, North Guthrie Avenue to the east, Holloway Street to the north, and Hyde Park Avenue and South Plum Street to the west. At over 3.5 square miles, East Durham is one of the largest neighborhoods in Northeast Central Durham. For the purpose of the East Durham Neighborhood Revitalization Plan, the National Historic District boundary was used except South Briggs Avenue was included as the eastern boundary of the neighborhood for continuity from Pettigrew Street. These boundaries were verified with neighborhood contacts to ensure that they aligned with community perceptions.



Image 9: Atlantic Food Mart at Angier Avenue and Driver Street

Part II: Priorities and Implementation Plan

Short-Term Priority 1: Angier-Driver Streetscaping

The City of Durham's streetscape design program for five targeted neighborhood commercial areas includes an extensive redesign of the Angier-Driver intersection in East Durham. The program is intended to "enhance the design and visual appeal... to promote economic development" (City of Durham Office of Workforce and Economic Development, 2008).

Short-Term Priority 2: Provide financial assistance to facilitate clean-ups & physical improvements

Organized clean-ups and general physical improvements of the neighborhood are vital to the revitalization of East Durham. According to community leaders, in order to transform the perception of the East Durham, the community must begin to change their outward appearance.

Short Term Priority 3: Tree renewal along the Driver Street corridor

The issue of aesthetics continues to be an important area for improvement in East Durham. As the aging trees along the Driver Street corridor come to the end of their life cycle, there is the risk of diminished physical attractiveness and loss of historic character.

Long-Term Priority 1: Improve the commercial viability of the Angier-Driver business district

Disinvestment along the Angier-Driver intersection and commercial core is a major issue that includes several in-

terrelated concerns gleaned from interviews with neighborhood stakeholders. Stakeholders see the revitalization of the commercial core as the key to East Durham's future.

Long-Term Priority 2: Improve Housing Stock

The issue of insufficient or low quality housing stock encompasses several interrelated concerns regarding residential units in East Durham, including vacant and abandoned houses. Interviews with neighborhood stakeholders highlighted these concerns and brought them to the forefront of the Neighborhood Revitalization Plan.

Long-Term Priority 3: Reduce crime and fear of crime

Crime is often the most publicized issue facing East Durham. Though Operation Bull's Eye has reduced incidents of crime, a long-term sustainable solution is necessary.

With these two neighborhood goals clearly defined, the following Implementation and Evaluation Plan will focus on two priorities: 1) *A Viable Angier-Driver Commercial District* and 2) *A Stable and Diverse Residential Neighborhood*. These two encompassing priorities have been detailed into sub-goals to address them holistically.

Priority 1: A Viable Angier-Driver Commercial District

The overarching goal of fostering the Angier-Driver commercial district's viability is broken down into three sub-goals that detail the interrelated aspects of this crucial priority. These sub-goals define both immediate measures to be taken, as well as ongoing and long-term strategies to revitalize the commercial district.

An Attractive and Accessible Streetscape

The Office of Economic and Workforce Development's proposed Neighborhood Commercial Streetscaping project and financial assistance for clean-ups and maintenance have the potential to encourage an attractive and accessible streetscape. These Action Strategies function both at the municipal and community levels.

Well-Maintained and Attractive Historic Facades

Various programs and incentives could encourage well-maintained and attractive historic facades along the Angier-Driver commercial district. Façade grants, design assistance, loan assistance and guarantees, renovation assistance, and a streamlined permitting process will foster physical improvements to the district's historic façades,

*The following Action Strategies are concrete programs and policies to address neighborhood concerns from various angles that can help achieve East Durham's short-term and long-term goals. See also **Figure 21**.*

Commercial Façade Grants and Design Assistance

Low-Interest and Forgivable Loans

Municipal Loan Guarantees

Property Tax Abatements

Small Business Assistance

Financial Assistance for Renovations

Durham Neighborhood Commercial Streetscaping

Proactive Rental Inspection Program

Infill Housing Prototypes

Neighborhood Marketing Program

Financial Assistance for Clean-Ups and Maintenance

First-Time Homebuyer Incentives

Streamlined Permitting Process

Rental Registration and Landlord Education

Inclusive, Strong Resident and Business Associations

Affordable Housing Tax Increment Financing: Infill, rehabilitation, private developer incentives, land trust

Figure 21: East Durham Action Strategy

lending a visual image of vitality and commercial revitalization.

A Diverse Mix of Neighborhood Services and Businesses

A variety of incentives and programs can be used to encourage and support a diverse mix of neighborhood services and businesses to meet East Durham's needs. Façade grants, design assistance, financing, loan guarantees, property tax abatements, technical assistance, and renovation assistance can promote commercial diversity from a financial and capacity standpoint. A neighborhood marketing campaign, streamlined permitting process, and strengthened business association will also encourage commercial diversity through increased community support and logistical ease.

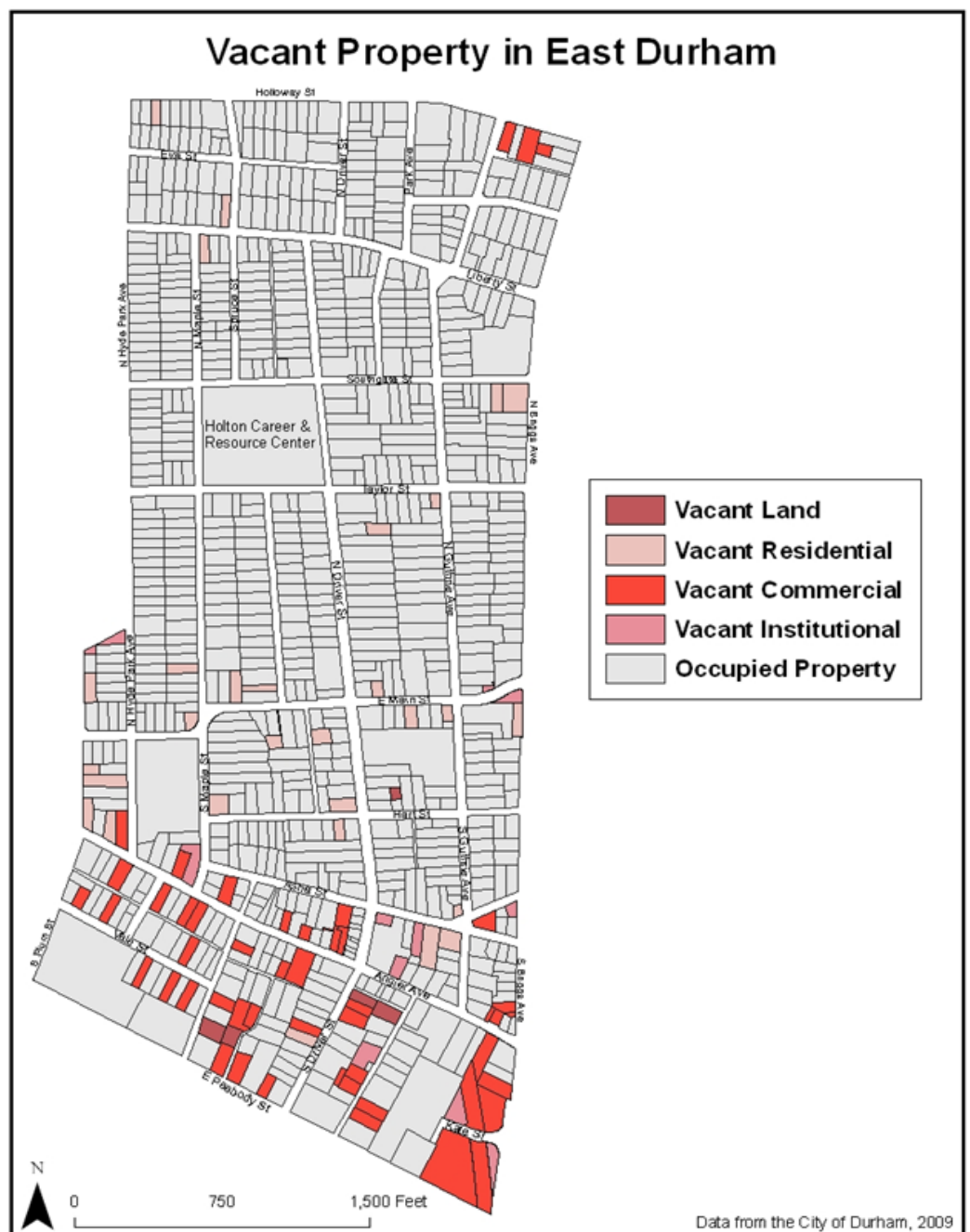
Priority 2: A Stable and Diverse Residential Neighborhood

As East Durham looks to a future rooted in its rich history and diverse population, fostering a stable and diverse residential neighborhood is a fundamental priority. This broad priority is delineated into four sub-goals to address the objective holistically. These sub-goals outline both immediate measures to be taken, as well as ongoing and long-term strategies to encourage a vibrant residential neighborhood.

Well-Maintained and Attractive Private Homes

Various incentives and programs can be utilized to foster well-maintained and attractive private residences. Small-scale financial assistance for renovations, clean-ups, and home maintenance by community members can encourage attractive private homes from a monetary standpoint. A streamlined permitting process will facilitate private renovations, while a neighborhood marketing program will infuse new capital and investment into East Durham. Finally, an inclusive, strengthened

Figure 22: East Durham Vacant Parcels



neighborhood association will further develop community relationships, enabling increased capacity and collaboration to achieve East Durham's physical goals.

As a diverse mix of housing options are crucial in the development of an inclusive neighborhood, safe and attractive rental properties can be achieved through several regulatory strategies. A proactive rental inspection program can identify maintenance and tenant issues on a regular basis, while a rental registration program can provide updated and centralized contact information for landlords so issues can be addressed promptly. Landlord education courses will enable property owners to make responsible decisions when selecting tenants and identifying issues. Finally, an inclusive neighborhood association will enable renters to get involved in the community and feel vested in its well-being, while empowering renters to make informed decisions about their landlord-tenant relationships.

In maintaining East Durham's historically diverse population, a variety of housing options at a range of price points is crucial. Encouraging responsible rentals as discussed above is one aspect of this residential diversity. Promoting infill construction through a prototype database with streamlined permitting will enable the private sector to fill unmet housing demands. First-time homebuyer incentives and a neighborhood marketing campaign will build upon Uplift East Durham's mission of attracting young homeowners to the neighborhood.

Fostering a complete residential fabric with a low vacancy rate and few empty lots is crucial in returning East Durham to its residential vibrancy. A combination of the programs and incentives discussed previously will achieve this goal from a variety of angles. Financial assistance for renovations will encourage vacant homes to be updated and

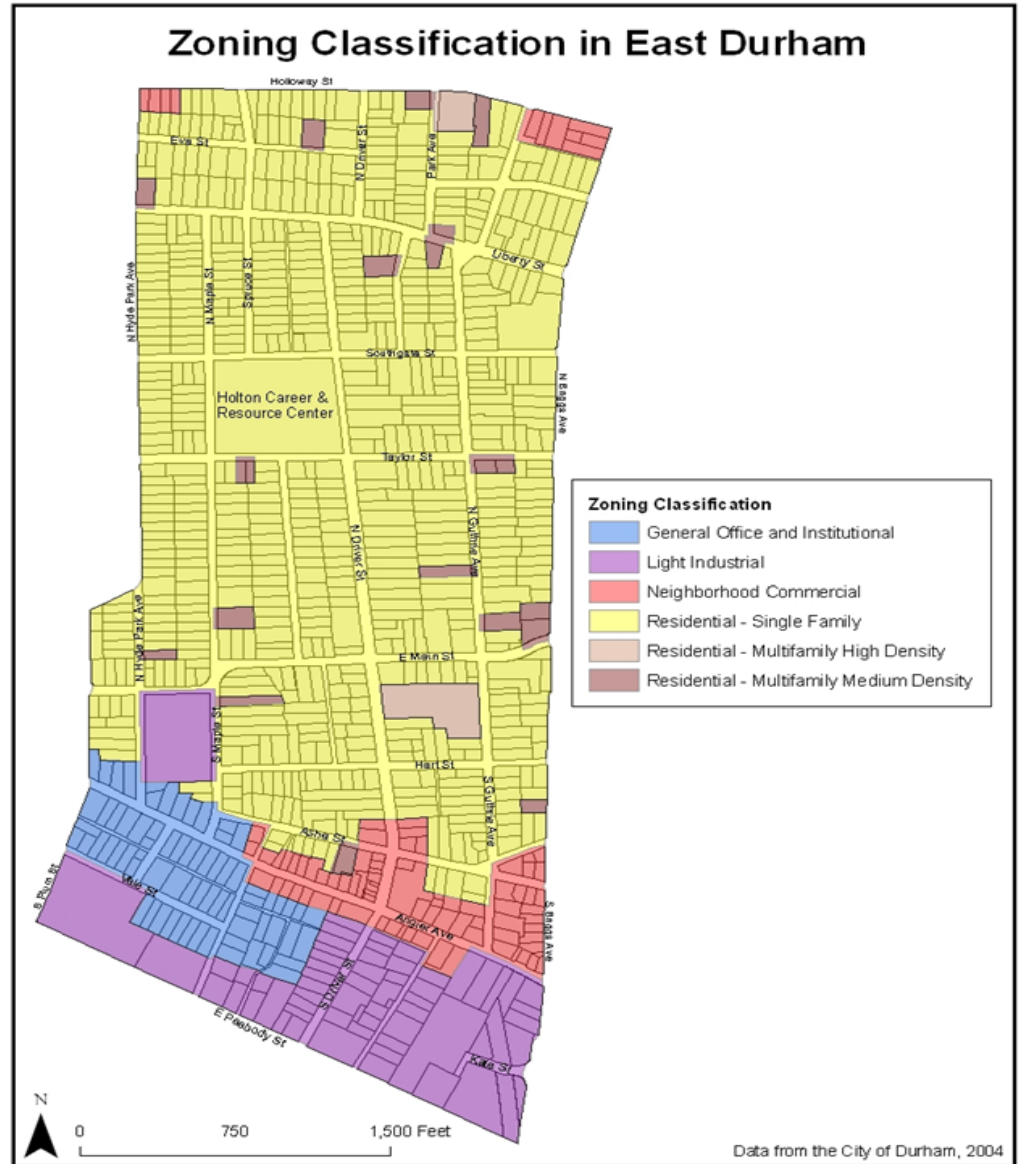


Figure 24: East Durham Implementation Plan

East Durham Implementation Plan						
		Lead Department or Agency	Timing	Cost	Funding Source	Evaluation Schedule
Priority 1: A Viable Angier-Driver Commercial District						
	An attractive and accessible streetscape	Durham OEWD, Public Works	1-3 years	High	CDBG, General Fund	Upon completion
	Well-maintained and attractive historic façades	Durham OEWD, Community Development, City/County Inspections	1-3 years	Med-Low	CDBG, HUD Renewal Communities, HUD Empowerment Zones	During renovation and upon completion of each façade
	A diverse mix of neighborhood services and businesses	Durham OEWD, Community Development, NIS, Durham County Tax Assessor, DTCC Small Business Center	3-10 years	High	CDBG, HUD Renewal Communities, HUD Empowerment Zones	Semi-annual portfolio review and upon completion of each new business
Priority 2: A Stable and Diverse Residential Neighborhood						
	Well-maintained and attractive private homes	Community Development, NIS, City/County Inspections	3-10 years	Med-High	NECD Affordable Housing TIF, CDBG, HOME, SHOP, HOZ	Semi-annual project review
	Responsible landlords and rental properties	NIS, Durham Association of Realtors	1-3 years	Low	NECD Affordable Housing TIF, CDBG	Two-month, six-month, and continuing semi-annual database and program review
	A diverse mix of housing options	Community Development, NIS, Durham Housing Authority, Housing Land Trust	3-10 years	High	NECD Affordable Housing TIF, CDBG, HOME, SHOP, HOZ	Two-month, six-month, and continuing semi-annual database and program review
	A complete residential fabric	Community Development, Durham Housing Authority, Housing Land Trust, TIF Authority	3-10 years	High	NECD Affordable Housing TIF, CDBG, HOME, SHOP, HOZ	Semi-annual project review

returned to vibrant occupancy. Infill housing design prototypes can reduce barriers to private construction, while a streamlined permitting process will further reduce roadblocks to private rehabilitations. First-time homebuyer incentives and neighborhood marketing will attract new residents to East Durham, infusing the community with enthusiasm.

Implementation and Evaluation Plan

The following Implementation and Evaluation Plan, **Figure 24**, will outline the agencies or departments who could

implement the Action Strategies indicated in **Figure 21**. **Figure 24** also describes each sub-goal's timing, potential cost, funding sources, and evaluation schedule.

The funding sources described in the table are both currently available to the City of Durham and potential avenues that should be explored. Specifically, the U.S. Department of Housing and Urban Development offers numerous programs that align with the general goals for East Durham's revitalization.

Renewal Community Tax Incentives: Renewal Community tax incentives are worth approximately \$5.6 billion to eligible businesses of all sizes in Renewal Communities. These incentives encourage businesses to open, expand, and to hire local residents. The incentives include employment credits, a 0 percent tax on capital gains, accelerated depreciation through Commercial Revitalization Deductions, and other incentives (Community Renewal Initiative, 2008).

Empowerment Zone Tax Incentives: Empowerment Zone tax incentives are worth approximately \$5.3 billion to small and large businesses in Empowerment Zones. These incentives encourage businesses to open and expand and to hire local residents. Empowerment Zone incentives include employment credits, low-interest loans through EZ facility bonds, reduced taxation on capital gains, and other incentives (Community Renewal Initiative, 2008).

Self-help Homeownership Opportunity Program (SHOP): SHOP provides funds for non-profit organizations to purchase home sites and develop or improve the infrastructure needed to set the stage for sweat equity and volunteer-based homeownership programs for low-income families (Self-Help Homeownership Opportunities, 2008).

Homeownership Zone: The Homeownership Zone program allows communities to reclaim vacant and blighted properties, increase homeownership, and promote economic revitalization by creating entire neighborhoods of new, single-family homes, called Homeownership Zones. Homeownership Zones usually consist of several hundred new homes in a concentrated target area near major employment centers (Homeownership Zones, 2008).

Old Five Points Neighborhood Plan

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Leadership Council Neighborhood Contact – Alvis Aikens

Part I: Contextual & Background Data



Image 10: The commercial district of Old Five points

Geographic Boundaries of Neighborhood

Old Five Points takes its name from the five-way intersection of North Mangum, Corporation, and Cleveland streets. The surrounding area comprises one of the smaller neighborhoods in Northeast Central Durham. Old Five Points sits in the northwestern portion of NECD, bordering the Cleveland-Holloway neighborhood and just a half-mile north of downtown Durham. As defined by the Durham City Planning Department, the neighborhood boundaries are:

- Geer Street to the North
- Roxboro Street to the East
- Holloway & Morgan Street to the South
- North Street to the West

Part II: Priorities and Implementation Plan

Out of the many approaches detailed in the priority matrix of **Figure 25**, we have chosen the five that we consider to be the areas in which City involvement and support can have the greatest impact in Old Five Points. Also, these are feasible from a perspective of what the neighborhood will support, what it believes to be beneficial, and the ways in which various actors within the community have the capacity and interest to involve themselves. They are:

- Form a business association to promote commercial interests and share resources.
- Encourage growth of the Old Five Points Neighborhood Association.
- Increase investment in education, jobs and apprenticeships for young people.
- Keep vacant lots safe and welcoming until they are developed.
- Recruit (with incentives if necessary) job-creating businesses.

In the following pages, we outline each of these priorities in detail and discuss how they might be achieved, at what cost, in what time frame, and under whose direction or partnership. We also list some indicators that will measure how successful each strategy is in meeting its goals and suggest intermediate steps that will help to break ambitious plans into achievable steps.

Figure 25: Old Five Points Priorities Matrix

	Goals	Indicators			
1	Enhance Business and Community Growth	Establishment of a business/residents association; generate a vision statement; create commercial property inventory; improve and develop corridor to downtown; encourage location of nutritious food store			
2	Better City services	More investment in education, apprenticeship and job-specific training for youth; increase social services; reset Police district lines			
3	Physical Appearance and Identity	New Sign for UDI Incubator, Old Five Points signage, clean and safe lots, Streetscape implementation			
	Short-Term Priorities				
Cost	Action Item	Want/Need	Purpose	Goals Targeted	Actors
<i>Low</i>	Old Five Points neighborhood/ business association	Need	Allows sharing of resources and coordination among Old Five Points Businesses	1	UDI, OEWD, business owners
<i>Low</i>	Business Newsletter	Need	Promotes local businesses among neighborhood residents and around the city	1	UDI, business owners
<i>Low</i>	Replace existing UDI Resource Center sign with a marquee that highlights tenants' businesses.	Need	Promotes resource center businesses to downtown-bound traffic and enhances perception of neighborhood	1, 3	UDI
<i>Low</i>	Keep an inventory of opportunity (local jobs, projects, and initiatives) as well as an inventory of available commercial space and costs.	Need	Gives legitimacy to Old Five Points Association and influences future growth	1	Old Five Points Business & Residents Association
<i>High</i>	More investment in education, jobs and apprenticeships for young people.	Need	Increases opportunity for economic growth for families and neighborhood	1, 2	OEWD, Union Independent, UDI, REAR
<i>High</i>	Locate funding to support a local store that sells nutritious food and affordable household goods.	Need	Provides much-needed local access to healthy groceries	1, 3	CD dept, Durham Central Market, Renaissance Economic and Reinvestment Inc. (REAR)
<i>Low</i>	Generate a vision statement	Need	Brings stakeholders together, building social capital; promotes Old Five Points' character and resources to the wider community	1, 3	Old Five Points Business & Residents Association
<i>Low</i>	Replace Central Park signage with Old Five Points signage.	Need	Promotes identity of Old Five Points both among residents and businesses as well as to the greater city	1, 3	UDI, business owners
<i>Low</i>	Conduct outreach to the Latino population.	Need	Engages Latinos living in Old Five Points, who are currently isolated and have not been involved in neighborhood planning	1	Old Five Points Business & Residents Association
<i>High</i>	Execute Durham Streetscape plan at Old Five Points.	Need	Encourages greater walkability for residents, congregants, and customers of shops	2, 3	OEWD, City of Durham

Figure 25: ...Continued

	Long-Term Priorities				
Cost	Action Item	Want/Need	Purpose	Goals Targeted	Actors
<i>Low</i>	Keep vacant lots safe and welcoming until they are developed.	Need	Maintains safe and positive image of neighborhood, encourages further investment	1, 2, 3	NIS, Old Five Points Business & Residents
<i>Low</i>	Develop productive, supportive ties to Union Independent School as it grows (will reach full K-8 capacity in 2015).	Need	Ensures long-term stability of neighborhood through strong neighborhood relationships and job training	1, 3	Union Independent School, UDI, businesses, churches, residents
<i>High</i>	Obtain grant money to improve and extend housing/neighborhood fabric entering and leaving downtown.	Need	Guides growth in Old Five Points as desired by residents and businesses.	1, 2, 3	Old Five Points Business & Residents Association, REAR, CRA-NC
<i>High</i>	Recruit (with incentives if necessary) job-creating businesses.	Need	Provides fruitful employment for residents within walking distance of their homes	1, 2	Old Five Points Business & Residents Association, REAR
<i>Low</i>	Adjust police district lines so that Old Five Points neighborhood isn't split among 3 separate districts.	Need	Guarantees uniform policing and PAC involvement throughout Old Five Points	1, 2	Police Dept., Council & Mayor
<i>High</i>	An array of social services offered within the community.	Need	Connects residents to services that are available though not promoted by the City	1, 2, 3	City of Durham, non-profits, Old Five Points association
<i>High</i>	Promote Homeownership	Need	Adds eyes on the street, enhances neighborhood cohesion, increases the prospects of homes getting rehabilitated	1, 2, 3	CRA-NC, TROSA, Habitat Durham, Durham Housing Authority, Preservation Durham, Preservation NC

Short-Term Priority 1: Form a Business Association to promote commercial interests and share resources

The first concrete goal should be an established and regular business association meeting that is well-attended and useful to its attendees. These meetings should afford members the opportunity to address common issues, to acquire business skills, and to form a social/professional network that connects local business owners and entrepreneurs to resources and services, both within the neighborhood and beyond. It is hoped that an initial meeting or two of interested business people will lead to a vision statement and some guiding principles and goals which will keep the association moving forward. Further meetings could be scheduled around learning opportunities such as seminars by the Durham Tech Small Business Center or by North Carolina Central University. An easy goal to rally around would be the Short-term Priority 2 listed below.

Key next steps: This idea was enthusiastically taken up at a meeting of tenants and key personnel of the UDI Resource Center, located right at the Five Points intersection; talks are currently underway to set an association in motion.

Figure 26: Old Five Points Short-Term Priority 1

Action Item	Form a business association to promote commercial interests and share resources.
Projected Cost	Minimal
Timeline	3-6 months to launch and scale up to monthly meetings
Indicators of Success	1. Businesses increase their customer base 2. UDI business incubator at full capacity
Benchmarks	1. Members draft a vision statement 2. Regular meetings are held and well attended 3. Association sponsors several networking events a year
Lead Actor/ Organization	UDI Business Resource Center
Connection to greater NECD	Could partner with an association in Wellons Village. Strategize to capture greater % of dollars spent by residents in NECD.

Short-Term Priority 2: Encourage growth of the Old Five Points Neighborhood Association (OFPNA)

The current OFPNA has had some success in its past, but it is currently dependent on the energies of one person to coordinate all neighborhood initiatives and to represent the voice of Old Five Points to the City. It will be hard to put pressure on City departments to follow through with their plans if they do not feel responsible to an active and informed citizen base. For this reason, it is important to find ways of breathing new life into the neighborhood association. This may be done through any combination of fresh leadership, new issues that feel relevant and worthwhile, and funding that could be spent to address critical areas of concern.

Key next steps: It is crucial for residents to feel some pressing need to be collectively involved in their community. Previously, residents worked together to address crime issues at the minimart at North Mangum and

Corporation. They knew that the safety of their neighborhood and the well-being of their children were at stake, so they acted boldly and collectively.

Figure 27: Old Five Points Short-Term Priority 2

Action Item	Encourage growth of the Old Five Points Neighborhood Association.
Projected Cost	Minimal, but will require a substantial amount of time on the part of organizers to rejuvenate OFPNA and raise issues to rally around. Locating some community funds could be an excellent way to bring people together to decide on priorities.
Timeline	1-3 years to develop new leadership and a strong base; 3 months to begin long-range planning so that a fresh series of meetings will correspond to the planned public meetings which will accompany the Planning Department zoning changes due to be announced soon
Indicators of Success	1. Majority of local residents identify themselves as members of OFPNA 2. Involvement is found among both renters and owners 3. City plans are as responsive to OFPNA pressure as they are to the voices of established associations like the one in Old North Durham
Benchmarks	1. Find new leaders willing to take over the responsibilities that Lenora Smith has carried for many years 2. Identify an issue around which residents are willing to spend time working together for the betterment of their community 3. Establish a regular meeting time and place that works for at least a dozen attendees
Lead Actor/ Organization	Current Old Five Points Neighborhood Association, PAC-1 representatives
Connection to greater NECD	Partnership/support could be sought from associations in Cleveland Holloway, Golden Belt and East Durham

The current OFPNA president needs to help the community define an issue or locate some funding in conjunction with the Department of Community Development to bring residents into a dialogue with each other and to make them invested in the outcome. If something is at stake, more people will be willing to give of their time as members or leaders. PAC 1 representatives from Old Five Points may be able to help with issue identification or with nominating new candidates for leadership positions.

Short-Term Priority 3: Increase investment in education, jobs, and apprenticeships for young people

While this is a need felt throughout many lower income neighborhoods in Durham, Shabach Ministries has taken the lead in advancing these goals in Old Five Points, with tutors and sessions aimed at training single mothers for higher-skilled work, coaching high school students to succeed academically and finding job placements for ex-convicts; other churches should be encouraged in their efforts to do likewise. However, there are many other ways that can be found to promote training, apprenticeships and other job opportunities. It would be particularly beneficial to involve some of the stronger businesses in the area through mentoring programs, workshops or internship arrangements. In addition, programming at the new Holton School

may address some of these issues. Yet considering the budget constraints that Durham Public Schools is under this fiscal year, it is probably unrealistic to hope for new programs to be initiated until at least 2010. However, while 12 months is estimated to begin channeling more funding and programs into the community, this should be seen as a long-term goal in the sense that these programs are needed for years to come in order to address the deficits in education and training that exist in this population.

Key next steps: Although Shabach is listed as the lead actor since they are currently involved in such activities, it would be more helpful for another organization to try to oversee and coordinate efforts across different organizations, and to take the lead in applying for additional funding. Operation Breakthrough might be a possibility here, or even Union Independent School, since they have a vision for young people as well as for their families. Whoever takes this on should be ready to assess current efforts and partner with other organizations to propose new coalitions that can pool their resources to offer help to residents.

Figure 28: Old Five Points Short-Term Priority 3

Action Item	Increase investment in education, jobs, and apprenticeships for young people.
Projected Cost	Substantial—need to seek funding from foundations, Durham Public Schools, private capital
Timeline	12 months to write grants or seek investment from private companies; Durham Public Schools probably will not expand programs in 2009-2010
Indicators of Success	1. Decrease in high school dropout rate, teenage unemployment rate, teen pregnancy rate 2. Options for young people coming out of justice system
Benchmarks	1. Identify 5 companies willing to create apprenticeship/internship for young people; 2. Assist churches in running regular skills training classes; 3. Manage carpools to help get teens to jobs
Lead Actor/ Organization	Shabach Ministries, OEWD, Operation Breakthrough, UIS
Connection to Greater NECD	Common need throughout NECD; Funding should be sought in collaboration with other neighborhoods

Long-Term Priority 1: Keep vacant lots safe and welcoming until they are developed

This is considered a long-term priority because it is unlikely that all of the vacant lots will see use and conversion within three years. The purpose then is to make sure that the lots are well-maintained to encourage investment and discourage any criminal activity. The cost of this priority is variable, depending on whether or not any vacant properties are purchased on an interim basis. By this, we mean if the neighborhood residents or someone like UDI decides to buy the properties, and holds them before selling to interested parties. This would create a high expense and the funding sources are unclear. On the other hand, not owning the properties but organizing clean-ups and neighborhood watches would be relatively low-cost.

The best chances of success will rely on a combination of current residents and business owners working together on the maintenance and upkeep in conjunction with the police department for heightened security, as well as Neighborhood Improvement Services to bring the weight of the law to bear on owners who are not keeping up their properties properly. This could be an initiative for the Neighborhood Association to spearhead in order to bring in new members with different skills. Bountiful Backyards, located in the 700 block of North Mangum, would also be an excellent partner if the neighborhood wanted to turn a vacant lot into a community garden. The organization specializes in urban landscaping and training local people to have pro-

Figure 29: Old Five Points Long-Term Priority 1

Action Item	Keep vacant lots safe and welcoming until they are developed.
Projected Cost	Minimal if neighborhood pitches in on upkeep or if Neighborhood Improvement Services aggressively follows regulations for code violations; Substantial if the only way to keep these lots well-maintained is for non-profits to purchase them, upgrade and sell to interested buyers; grant funding may help
Timeline	3 months to construct list of lots that need work; 6 months to organize cleaning or develop longer-term strategies (see benchmarks)
Indicators of Success	1. Property values are not adversely affected by the state of such lots. 2. Crimes are not centered in or near vacant lots; these do not present unsafe zones for pedestrians. 3. These lots are purchased and developed by investors seeking to build quality structures and add to the physical capital of the neighborhood.
Benchmarks	1. Keep vacant lots litter-free and mowed. 2. Remove condemned structures. 3. Use code violations to see that the two items above are enforced. 4. Assist non-profits in purchasing lots from uncooperative owners.
Lead Actor/ Organization	Old Five Points Neighborhood Association, Bountiful Backyards, NIS
Connection to greater NECD	Common need throughout NECD; OFPNA can consult other associations on how they handle this problem or work together to put pressure on NIS

ductive, sustainable gardens on city blocks. Furthermore, there is no lack of vacant lots in other neighborhoods in Northeast Central Durham; once they have been trained in certain methods, OFP members might have the chance to train interested persons throughout NECD.

Long-Term Priority 2: Recruit (with incentives if necessary) job-creating businesses

With the successful achievement of some short-term priorities (including the streetscape plan which will enhance the built environment), Old Five Points will be poised to develop a strong culture of business that meets the needs of its residents, both in terms of services and goods provided and also the economic opportunity of having a local job. These things will take some time to get up and running, so more nuanced and thorough business recruiting is likely a few years away.

At that point, the Office of Economic and Workforce Development needs to be held to the conclusions drawn in the RKG report and underlined by the commitment of dollars to the streetscape program: Old Five Points, Angier/Driver and the Fayetteville Corridor are strategic commercial areas that need to be developed, not just by installing benches and landscaping but also by recruiting more businesses to increase the tax base, the pool of jobs, and the buying options for local residents. For example, OEWD should work with all available properties and their owners to determine which could be most attractive to new businesses coming into the area and which standing incentive packages could be used to bring these companies in.

When utilizing incentives, it will be important to make sure that what Old Five Points offers or waives does not outweigh the prospective benefits of the new incoming employers. The recruitment process will be ongoing. It is critical that a diligent committee be involved on an annual basis to ensure that the most desirable jobs can be found, ones which account for a variety of developing skills in the neighborhood and also changing larger-scale economic trends.

Figure 30: Old Five Points Long-Term Priority 2

Action Item	Recruit (with incentives if necessary) job-creating businesses.
Projected Cost	Substantial. This proposal is potentially much more costly than the rest, with much bigger potential monetary gains. Local organizations of business owners should not feel that they have to foot this bill; the City of Durham needs to step in with programs it has already authorized to bring investment into this long-neglected area.
Timeline	3-5 years to begin in earnest, once streetscapes plan has been executed, business association is strong and UIS is a known and respected Durham institution
Indicators of Success	<ol style="list-style-type: none"> 1. Old Five Points is considered an attractive extension of the favorable downtown business district. 2. Vacant property is developed by for-profit businesses which bring jobs to local residents. 3. Adjacent Central Park community works with Old Five Points to develop joint strategies to bring companies and jobs to a unique historic environment. 4. Decrease in unemployment. 5. Increase in median income. 6. Increase in tax base.
Benchmarks	<ol style="list-style-type: none"> 1. REAR works with the Office of Economic and Workforce Development to pinpoint particular incentives that are appropriate to bringing certain jobs and companies to the community. 2. OFPNA and the business association show their strong support of these policies and take part in efforts to welcome new businesses.
Lead Actor/ Organization	Office of Economic and Workforce Development, REAR
Connection to greater NECD	NECD will benefit from every job created in Old Five Points as Old Five Points will benefit from every job brought into greater NECD; all neighborhood associations and businesses need to work together in this effort rather than competing for scarce resources.

Acronyms and Abbreviations

CD – Department of Community Development, City of Durham
CDBG—Community Development Block Grant
CDC – Community Development Corporation
CRA-NC – Community Reinvestment Association, North Carolina
DHA – Durham Housing Authority
HUD – Federal Department of Housing and Urban Development
NEAT – Neighborhood Environmental Action Team
NECD – Northeast Central Durham
NIS – Neighborhood Improvement Services
OEWD – Office of Economic and Workforce Development, City of Durham
OFPNA – Old Five Points Neighborhood Association
PAC—Partners Against Crime
PNC – Preservation North Carolina
REAR – Renaissance Economic and Reinvestment (CDC)
RFP—Request for Proposals
SEEDS—South Eastern Efforts Developing Sustainable Spaces Inc.
TIF—Tax Increment Financing
TROSА – Triangle Residential Options for Substance Abusers
UDI – United Durham Incorporated

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